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ABSTRACT

The report describes the results of a study of the employment of Vietnam-era veterans with service-connected disabilities, their major problems in seeking and holding a job, and possible solutions. Data were obtained from; mail surveys of both disabled veterans and employers regarding employment; personal interviews with veterans and employers; telephone interviews with long-term unemployed disabled veterans; personal interviews with State Employment Service and Veterans Administration personnel; a study of services by various veterans' organizations; and evaluations of programs for training or hiring disabled veterans. The data, displayed in table form showing characteristics of disabled veterans related to employment, indicate a relationship between employment problems, severity of disability and low educational attainment. The young, non-white, undereducated veteran had the most problems. From the examination of programs of job assistance for disabled veterans, inadequacies were found in the following areas: counseling, resource availability, training, contacts with employers, selective placement, and elimination of job discrimination. Recommendations offer an alternative approach to job placement: thorough assessment and testing of applicant and job, and coordination with employers. The appendixes contain supplementary tables, legislation, the data collecting instruments and their use, and letters from veterans. (JB)

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DISABLED VETERANS OF THE VIETNAM ERA:
Employment Problems and Programs

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PREFACE

This report describes the results of a study of the employment of Vietnam-era veterans with service-connected disabilities. The study was conducted from June 1973 to October 1974 under Grant No. 21-51-73-46 from the U.S. Department of Labor. The objective of the research was to determine the major problems confronting disabled veterans in seeking and holding jobs, and to explore possible solutions.

The data on which this report is based come from a mail survey of Vietnam-era veterans with service-connected disabilities, and from the following supporting studies:

(1) Personal interviews with disabled veterans.
(2) Telephone interviews with long-term unemployed disabled veterans.
(3) A mail survey of public and private employers concerning the hiring of disabled veterans.
(4) Personal interviews with employers.
(5) Interviews with State Employment Service and Veterans Administration personnel.
(6) A study of the services offered by various veterans' organizations.
(7) Evaluations of outstanding programs for training or hiring disabled persons.

The support of the U.S. Department of Labor was a valuable asset throughout the study. We are especially grateful for the help and guidance provided by Dr. Tom Joyce, technical monitor for the study, and Mr. Robert Manifold, Chief of the Special Employment Problems and Operations Programming Staff, who was the moving force behind the study.

The cooperation of the Veterans Administration was a critical factor in enabling us to perform this research. The VA provided the data tape from which the sample of disabled veterans was drawn. Also, VA personnel were helpful in arranging interviews with individuals in several U.S. Veterans Assistance Centers. We wish to thank Mr. William Fallwell, Director of the Reports and Statistics Service, and Mr. John Travers, Director of the Veterans Assistance Service.

The National Alliance of Businessmen gave invaluable assistance to the project by providing us with lists of employers to interview. This organization's endorsement of the project was most helpful in conducting the study of employers.

We are grateful to the President's Committee for the Employment of the Handicapped for its suggestions and advice during the developmental phase of the study, and for recommending outstanding programs for employment of the handicapped.

We wish especially to acknowledge our gratitude to the disabled veterans who responded to our survey, and to those who kindly granted us personal interviews. We sincerely hope that this study may signal the beginning of solutions to the employability problems of disabled veterans.

The research was conducted by HumRRO Division No. 7 (now the HumRRO Eastern Division), Alexandria, Virginia. Dr. Robert G. Smith, Jr. was director of Division No. 7 during the period of performance. Dr. J. Daniel Lyons is the Director of HumRRO Eastern Division.

The Principal Investigator for this study was Dr. Thurlow R. Wilson. Mr. John A. Richards and Ms. Deborah H. Bercini were the principal staff members. Mr. Theodore H. Rosen and Ms. Helen Hagan served as members of the research staff during portions of the study. Dr. Frank J. Atelsek was the principal project consultant. He brought a great depth of knowledge and experience to the study, and was a major contributor to this report.

Meredith P. Crawford
President
Human Resources Research Organization

SUMMARY AND CONCLUSIONS

BACKGROUND

A tragic legacy of any war is the great number of men left permanently disabled. The tragedy is deepened when, as is frequently the case, it is combined with the high unemployment of a post-war economy. War veterans disabled during the conflict must compete with everyone else for what jobs there are in the overcrowded labor market.

Since August 5, 1964, the date set as the official beginning of the Vietnam era, more than seven and a quarter million people have been discharged from the military services, nearly 400,000 of them disabled.

The disabled veteran receives some assistance as he adjusts to living with a disability. The Federal Government provides him with medical care, counseling, and a disability pension. However, in all but the most severe cases, disability compensation is meant to supplement rather than supplant the veteran's income. The greatest need of the disabled veteran is for active, effective assistance in finding gainful, fulfilling employment.

There are several programs—some specifically for disabled veterans—in both the public and the private sectors, designed to assist veterans in finding employment. In the public sector, the Veterans Administration has the primary responsibility for providing assistance to disabled veterans. In addition to regular G.I. Bill benefits, disabled veterans with moderate to severe disabilities are eligible for special vocational counseling and training assistance under the Vocational Rehabilitation Program.

There are other efforts in the public sector to provide job assistance to disabled veterans. The State Employment Service offices are required to give disabled veterans priority over all other applicants. The U.S. Civil Service Commission gives disabled veterans applying for jobs with the Federal Government 10 additional points on entrance test scores.

A relatively new employment assistance program within the public sector is the President's Veterans Program (initiated in 1971). Under this program, companies with Federal Government contracts are required to list job vacancies with the State Employment Service. The Employment Service, in turn, must give veterans priority in referrals to openings on the mandatory list, with disabled veterans receiving first priority.

In the private sector, many veterans' organizations provide assistance to disabled veterans on a continuing basis. Some of these (e.g., the Disabled American Veterans, the Paralyzed Veterans Association, and the Blinded Veterans Association) exist solely to serve the disabled veteran. These organizations usually provide support to existing government-sponsored programs for employment assistance to veterans. As an example, they can counsel veterans, referring them to the appropriate helping agency.

The Jobs For Veterans Program, one of the most successful employment assistance efforts, is a joint venture between the public and private sectors. The JFV program is sponsored by the U.S. Department of Labor and guided by the JFV Interagency Advisory Committee. The committee membership includes the National Alliance of Businessmen and several federal agencies. In this program businessmen are asked to set aside a portion of their job vacancies "for veterans only." These pledges are referred to the local branch of the State Employment Service and to the Veterans Administration. In the first two and one-half years of the Jobs for Veterans Program, almost a half million veterans were placed in jobs.

Even with these and other assistance efforts, unemployment remains very high among disabled Vietnam-era veterans.

RESEARCH OBJECTIVE

The purpose of this project was to determine the nature of the major problems confronting veterans with service-connected disabilities in seeking and holding a job, and to explore ways in which these major problems might be solved in order to facilitate employment.

APPROACH

To study employment problems facing disabled Vietnam-era veterans, and ways of helping them find work, information and comments were obtained from several sources. The main source was the veterans themselves. A mail survey of disabled veterans produced a large sample of ~~8700~~ 1288 responses. It was drawn in such a way that statistically defensible statements can be made about the disabled veteran population, and about various subpopulations as well. In addition to the mail survey of disabled veterans, interviews were conducted with some of these veterans in order to learn more about their employment experiences. Also, small-scale studies were conducted to provide background information and perspective. Information was gathered from employers, representatives of national veterans' assistance organizations, State Employment Service personnel, State Veterans Employment Representatives, and Veterans Administration personnel. Finally, some outstanding programs for handicapped workers were examined to learn about various successful approaches in dealing with employment of the severely disabled.

SUMMARY OF RESULTS

Characteristics of Disabled Veterans As They Relate to Employment and Training

For the disabled Vietnam-era veterans as a whole, having a severe disability (as determined by the VA's disability rating) is associated with high unemployment, lower pay, and being out of the labor force and not in training. The disabled veteran most likely to be unemployed is young, nonwhite, and single, and has less than a 12th grade education.

Except for the college graduates, severely disabled veterans, whether defined by age, race, education, or marital status, have more difficulty than the slightly disabled veterans in finding a job, and, if working, are working for lower pay. Among college graduates under 30 years of age, the differences between slightly and severely disabled veterans in employment (unemployment rate, type of job, rate of pay) are minimal. On the other hand, the effects of a severe disability are especially pronounced among the high school dropouts. Among disabled veterans who are high school dropouts, those slightly disabled have an 18% unemployment rate compared to 31% for those severely disabled.

Among workers, the older disabled veteran's position tends to be more favorable than that of the younger veteran in kind of job and pay rate. In contrast to the young veteran, the majority of the older veterans are white-collar workers, and many are in government employment. A number of severely disabled older veterans go into business for themselves.

Among those not in the labor force, a high proportion of the older disabled veterans seem to have retired with no prospects of, or preparation for, future employment. This trend is especially pronounced among the severely disabled. As a group, the older disabled veterans are less likely to be involved in training or school than are younger veterans.

Among veterans with equally severe disabilities, those with neuropsychiatric disorders show the greatest employment difficulties (e.g., higher unemployment, lower pay, higher portion out of the labor force and not in training) compared to those in other major diagnostic groups.

Employment Assistance for Disabled Veterans

This study concentrated on the State Employment Service as a primary source of job assistance for disabled veterans. The Veterans Administration and the private veterans' organizations were also studied, especially as these organizations interact with the Employment Service.

The Veterans Administration, as reported by disabled veterans, is the most frequent source of vocational counseling. Of those reporting such counseling, 80% mentioned the VA as a source. Many disabled veterans have not used their VA training benefits. Among disabled veterans under 30 years of age, one out of three have had no post-service training.

Most disabled veterans checked with the Employment Service as part of their job hunt. Usually they went there to look over job listings. Of disabled veterans who mentioned receiving vocational counseling, one out of three cited the Employment Service as a source.

Even though most disabled veterans went to the SES to try to find a job, few consider it to be their most useful source for locating jobs. (Long-term unemployed veterans, however, are especially likely to rely on the SES for finding jobs.) Most disabled veterans, even the severely disabled, find jobs on their own by contacting employers directly or by following up leads furnished by friends. Furthermore, only one disabled veteran in three who reported using the SES to find a job said that he received a job offer resulting from an SES referral. In addition, many veterans are disappointed with the information and advice they get from SES personnel. The majority of veterans who used the SES indicated that they needed (a) job training information, (b) help in deciding what work to look for, or (c) someone to assist them in contacting employers. About half of those who wanted each kind of help felt they did not receive it at the State Employment Office.

In most cases, severely disabled veterans gave reports similar to those of all disabled veterans on their job-finding methods, and the extent to which the SES met their needs for employment help. There were two exceptions: (a) severely disabled veterans indicated a somewhat greater number of needs unmet by the SES than did the slightly disabled veterans; (b) a higher proportion of the severely disabled indicated they needed advice on how to talk to employers about their disability and their abilities. Those with neuropsychiatric disabilities were especially likely to want help in communicating with employers. Of those wanting this kind of help, few reported getting it.

Disabled veterans of the Vietnam era are assigned top priority for SES services. Why then, in many cases, does the SES not provide the job help the veterans believe they need? The visits of the research staff to 21 State Employment Offices in 11 states showed a number of likely reasons:

- Some disabled veterans are not identified as such by the SES when they register.
- Although disabled veterans are accorded top priority status, SES offices frequently do not have the resources to provide the kinds of services needed. Also, the method by which the SES evaluates its services to veterans emphasizes number of placements and referrals rather than the quality of these services. This acts to discourage counselors from spending the extra time that may be needed to provide adequate counseling and/or job development for some disabled veterans.
- Under the SES system, those who are identified as job-ready get the first level of service—that is, they are given job listings to look over and are referred to openings by an interviewer. Those identified as not job-ready are considered for further job help, such as testing, training, and counseling. It is likely that many disabled veteran applicants were categorized as job-ready and, therefore, were not given access to the more extensive help they felt they needed.
- SES staff members often did not have well-established contacts with employers. Such contacts are important in that they provide an in-depth knowledge of the employer's operations and requirements. Also, employer contacts support effective job development efforts by giving the employer confidence that the Employment Service will send only qualified applicants. This is especially important in the case of disabled applicants, since the employer may believe that he is being asked to assume an unjustified risk.
- Employment Office personnel usually receive little feedback on the results of referrals. Consequently, unless they also engage in job development activities, they have little actual knowledge and understanding of employer resistance to disabled applicants.
- Disabled veteran applicants who are identified as needing counseling typically are referred to any counselor who happens to be available. It was not uncommon to find veterans who had dealt with several counselors. This can only reduce the effectiveness of the counseling since each counselor must learn the case anew.
- SES personnel who deal with disabled veterans often do not have access to, or do not use, published guidelines for selective placement for the handicapped. Such guidelines usually describe job limitations that are commonly associated with various disabilities, and can be an effective tool for job developers.
- Those disabled veterans who receive counseling usually have problems and deficits in addition to their disability.
- Section 2012 of Title 38 of the United States Code, which calls for "special emphasis" in the hiring of disabled veterans and Vietnam-era veterans, holds little meaning for employers. The term "special emphasis" is never defined.[1]

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[1] Since completion of this research, the Congress has passed PL 93-508, the Vietnam-era Veterans' Readjustment Assistance Act of 1974, which strengthened the earlier law by changing "special emphasis" to an affirmative action requirement.

In each of the 11 cities visited during the study, the working relationship between the Veterans Administration and the State Employment Service was examined. In many instances optimum service to disabled veterans requires cooperation between the VA and the SES. But in some cities there appears to be little coordination between the two agencies. In general, SES interviewers and counselors will refer veterans to the VA (and vice versa) for help, if appropriate. But for those veterans served by both the SES and the VA, there is seldom a full exchange of information between the agencies, and joint planning and action to assist these veterans are rare. Joint planning between the SES and the VA would seem to be especially important for veterans in on-the-job training programs, for assisting long-term unemployed veterans, and for helping veterans released from VA hospitals. We found, however, that SES-VA collaboration in these areas to be the exception rather than the rule.

The study of veterans' service organizations showed that they carry out a number of activities to promote employment of disabled veterans. These include (a) pointing out deficiencies in SES and VA programs, (b) influencing legislation concerning veterans' affairs, (c) recognizing outstanding employers of disabled veterans, and, (d) in some cases, counseling disabled veterans (primarily on their veterans' benefits).

The Employer and the Disabled Veteran

The information derived from questionnaires mailed to employers (103 responses) and from discussions held with them and with disabled veterans leads to a number of conclusions.

Many disabled veterans feel that the pre-employment physical examination and medical history questionnaire operate to exclude them unfairly from consideration for jobs. Almost three-fourths of the employers interviewed require some information about physical disabilities from job applicants.

A large portion of the disabled veterans surveyed felt that some employers they had contacted did not hire them because of their disability. To a certain extent, reported disability-based job discrimination is probably related to other disadvantaging factors (e.g., low educational attainment).

When employers mention disability as a reason for not hiring, the most common excuse (as reported by the disabled veterans) is, "Our work is too demanding for people with disabilities," or a variation of that statement. It seemed that many employers were guilty of a subtle form of discrimination which they themselves probably were not aware of. This is supported by the fact that over half of the respondents to the employer mail survey agreed that "only a few jobs with our company can be handled by handicapped workers." Since specific handicaps were not mentioned, it appears that these employers based their response on some pre-formed idea of what a handicapped worker is and what he is capable of doing. Among the employers interviewed, only a fourth had ever made physical demands analyses of any of their jobs to determine objectively what jobs could be performed by persons with various handicaps.

The employers who responded to our mail survey and those we interviewed indicated that they generally accepted a responsibility to hire some handicapped workers, and they appeared to endorse the proposition that handicapped people make good workers. On the other hand, they seemed to be saying that they would hire a disabled applicant only if he were found qualified for the job by the usual testing procedure, and if he could perform the work without requiring any special consideration. In other words, if he can compete with all the nondisabled applicants for the job and come out on top, he will be hired. Those judged to be of high medical risk (likely to have future medical problems and/or to require extensive sick leave) will face additional barriers to employment.

Employers surveyed generally expressed a favorable opinion of disabled veterans as workers, rating them as more dependable than other veterans who were employees. Most employers felt that "special consideration" should be given to hiring qualified severely disabled veterans. However, given examples of specific disabilities and with "special consideration" defined as "preference," employer interest waned.

From interviews with employers it seemed that few are willing to modify jobs or work stations so they could be manned by disabled workers. Only one severely disabled employed veteran in five reported that his employer had made any accommodations or adjustments to assist his employment. Special considerations that were reported by disabled veterans were usually those that involved minimal change or cost (e.g., allowing flexible working hours, allowing the disabled employee to take periodic rest breaks, providing special parking spaces for handicapped employees). Also, many of the examples of special arrangements for handicapped employees, described by employers, were for workers who had become disabled while in their employ. In some cases it appeared that the employer might be applying a double standard. That is, he would make adjustments for employees who became disabled, but would not consider hiring a disabled person who might require such adjustments.

The employers' perspective, however, must be viewed in the context of rational business decision making. The corporate mandate is to hire the best qualified and most efficient applicant for any given opening. Yet employers must also take into consideration the priorities accorded special applicant groups. In addition, they are constrained by their seniority system as well as the need to take care of their own employees who become handicapped after years of service.

Outstanding Employer Programs

From a study of outstanding programs for employment of the disabled, we conclude that the best approach to placement of severely handicapped individuals should include the following:

- A thorough assessment of the ability of the handicapped applicant. An individual should not be recommended automatically for a job simply because people with that handicap often perform in that job—for example, assignment of a deaf applicant to a keypunch job.
- Modification of placement testing procedures so that the handicapped person can demonstrate his abilities.
- An analysis of the suitability of the job to the abilities of handicapped applicant. Ideally, a profile of demands for each job is available, and a profile of capabilities of the applicant can be prepared. It is then possible to match the job analysis profile with the individual's profile and objectively determine the compatibility of the individual with the specific job.
- Some modification of job duties, work stations, and equipment to increase the number of different kinds of jobs that disabled people can perform.
- A committed, knowledgeable personnel manager interested in the employment of handicapped individuals, a work supervisor willing to accept the additional responsibility of getting the disabled worker trained and functioning in the job, and the support of top management. Without this support

a personnel manager is unlikely to bring about any modification of job duties, work stations, and equipment.

- Well-established lines of communication between the personnel director and rehabilitation specialists in the community so that expert assistance and advice are readily available, if needed.

Some employers report they encounter some problems in their attempts to employ disabled veterans. These problems include difficulty in locating a source of severely disabled veterans and motivational difficulties among some of the severely disabled veteran job applicants, perhaps because they receive compensation for their disabilities.

Other employment factors brought out in this study include the following:

- Disabled veterans may be considered by some employers to be good prospects for low paying jobs because they already have an income from their disability compensation.
- Employers are more willing to hire individuals whose disability is stable (e.g., blindness or deafness), than those disabled persons whose condition is possibly unstable (e.g., mental disorders).
- Some employers designate certain jobs as especially good for persons with certain handicaps (e.g., a crippled person as a dispatcher), disregarding individual differences among handicapped persons. This practice results in the inappropriate placement of many handicapped persons.
- Severely disabled persons considered unemployable can become productive workers if the job is redesigned (as in the case of homebound employment), or if certain kinds of transitional work experiences are provided (as in one VA work-for-pay program where psychiatric patients proceed through a graded system of occupational therapy until they are actually placed as provisional employees in a local industry).

RECOMMENDATIONS

The data from this study indicate several areas where changes or additional efforts could improve the disabled veteran's chances for success in finding suitable employment. A number of recommendations were made for improving the implementation of existing regulations and programs. These include several suggestions for upgrading services available at State Employment Service offices, and recommendations concerning various other government-sponsored assistance groups. The final recommendation suggested the establishment of a new program for providing public service jobs to severely disabled veterans who are unable to locate suitable employment.

CONTENTS

Chapter Page

1 **Introduction** 3
The Disabled Veteran as Job-Seeker 3
General Objective and Scope 4
The Veteran Population 4
The Established Employment Assistance System for Vietnam Veterans 8
Review of Research on Employment of Vietnam-Era Veterans and Disabled Veterans 11
Studies of Disabled Veteran Employment 11
Overview 12

II **Data-Gathering Methods** 14
Overall Approach 14
Summary of Data-Gathering Plans 14
Composition of Disabled Veteran Sample and Population, and Weights for Population Estimates 21

III **Characteristics of Disabled Veterans as They Relate to Employment and Training** 25
Unemployment and Participation in the Labor Force 25
Typical Vietnam-Era Disabled Veterans 26
Age Differences 27
Effects of Severity of Disability 43
Marital Status of Disabled Veterans 60
Type of Disability and Success of Employment 63
Specific Disability and Type of Work 71
Vocational Counseling and Training Related to Employment Status 75
Summary 75

IV **How Disabled Veterans Look for Work, Their Job Sources and the Counseling and Training They Receive** 89
Job-Seeking Methods 90
Experiences With the State Employment Service 100
Research Staff's Observations of Local SES Employment Office Practices 112
Counseling, Training, and the Role of the Veterans Administration 117
Cooperative Relationship Between the U.S. Employment Service and the Veterans Administration 129
The Role of Private Veterans Organizations in Assisting Disabled Veterans 133
Employment Problems of Disabled Veterans According to Studies by Veterans Organizations 135
Summary and Conclusions 136

Chapter Page

V The Employer and the Disabled Veteran 139
Employer Information Requirements Concerning Disability and Health 140
Job Discrimination on the Basis of Disability 141
Employers' Experience With Handicapped Workers 154
Outstanding Employer Programs for Disabled Veterans and Other Handicapped Workers 163

VI Discussion and Implications 173
Characteristics and Motivation of Disabled Veterans 173
Operation of Employment Assistance System 175
Employer Attitudes and Practices 176
European Programs for Facilitating Employment of the Severely Handicapped . . . 176
Recommendations 181

References 187

Appendices

A Supplementary Tables 189
B Legislation Governing Employment Assistance for Veterans 216
C Data Collection Instruments 218
D Letters From Disabled Veterans 237
E Determining Standard Errors and Confidence Intervals for Results of the Mail Survey of the Disabled Vietnam-Era Veteran 307
F Labor Force and Non-Labor Force Groups 311

Figure

III-1 Rate and Duration of Unemployment, By Age and Severity of Disability 29
III-2 Veterans Who Are Neither in the Labor Force Nor in Training, By Age and Severity of Disability: Total Sample 30
III-3 Rate and Duration of Unemployment, By Race and Severity of Disability: Veterans Under 30 Years of Age 51
III-4 Veterans Under 30 Years of Age Who Are Neither in the Labor Force Nor in Training, By Race and Severity of Disability 52
III-5 Rate and Duration of Unemployment, By Education and Severity of Disability: Veterans Under 30 Years of Age 58
III-6 Veterans Under 30 Years of Age Who are Neither in the Labor Force Nor in Training, By Severity of Disability and Education 59
III-7 Rate and Duration of Unemployment By Marital Status and Severity of Disability: Veterans Under 30 Years of Age 62
III-8 Unemployment Rate of Veterans Under 30 Years of Age By Severity and Type of Disability 64
III-9 Unemployment Rate for Veterans With Specific Activity Limitations 67
III-10 Workers With Specific Activity Limitations Who Are in White-Collar Jobs 68

Figures *(Cont.)*

Page

III-11 White-Collar Workers With Specific Activity Limitations Who Are in Professional, Technical, Administrative, or Managerial Jobs 69

III-12 Non-White-Collar Workers With Specific Activity Limitations Who Are in Craft Jobs 70

IV-1 Methods Used When Looking for Work, Most Often Used and Most Useful Method: Veterans Reporting Job Held Longest in 1973 91

IV-2 Methods Used When Looking for Work After Leaving the Military, by Age Group: Veterans Reporting Job Held Longest in 1973 93

IV-3 Veterans Identified as Disabled by State Employment Service, By Age and Severity of Disability: Veterans Using SES to Find a Job 103

IV-4 Fulfillment of Needs at Employment Service: Veterans Using SES to Find a Job 104

IV-5 Fulfillment of Needs at Employment Service, By Severity of Disability: Veterans Using SES to Find a Job 105

IV-6 Fulfillment of a Need at the Employment Service—Help With Talking to Employers About Disabilities and Abilities, By Number of Limitations on Activities: Veterans Using SES to Find a Job 106

IV-7 Fulfillment of a Need at the Employment Service—Help With Talking to Employers About Disabilities and Abilities, By Type and Severity of Disability for Veterans Under 30 Years of Age: Veterans Using SES to Find a Job 107

IV-8 Number of Unfulfilled Employment Service Needs, By Age and Severity of Disability: Veterans Using SES to Find a Job 109

IV-9 Received One or More Job Offers From SES Referrals, By Age and Severity of Disability: Veterans Using SES to Find a Job 111

IV-10 Received Counseling to Make Training Plans, By Age and Severity of Disability: Total Sample 118

IV-11 Received Counseling to Make Training Plans, By Type and Severity of Disability: Veterans Under 30 Years of Age 119

IV-12 Received Counseling to Make Training Plans, By Race and Severity of Disability: Veterans Under 30 Years of Age 120

IV-13 Received Counseling From the State Employment Service, By Age and Severity of Disability: Veterans Receiving Training Counseling 122

IV-14 Counseling Resulted in Training Plan, By Age and Severity of Disability: Veterans Receiving Training Counseling 123

IV-15 Went to School or Took Training After Leaving the Service, By Education and Severity of Disability: Veterans Under 30 Years of Age 126

V-1 Veterans Who Thought Some Employers Did Not Hire Them Because of Their Disability, By Age and Severity of Disability: Veterans Who Looked for Work Since Leaving Service 143

V-2 Unemployment Rate Compared to the Percent of Veterans Who Thought Some Employers Did Not Hire Them Because of Their Disability, By Education and Severity of Disability: Veterans Under 30 Years of Age 144

Tables Page

I-1 Age at Time of Survey: Total Sample 5
I-2 Released From Active Duty: Total Sample 7
I-3 Composition of Disabled Veteran Population by Age and Severity of Disability: Total Sample 7
I-4 Major Classes of Disability: Vietnam-Era Veterans With Service-Connected Disabilities, March 1973 7
I-5 Veterans With Primary and Secondary Disabilities in Three Major Disability Categories: Total Sample 8
II-1 Summary of Kinds of Data Collected 15
II-2 Sampling Plan and Returns for Mail Survey of Disabled Vietnam-Era Veterans 16
II-3 Mean Years Since Release From Active Duty, by Combined Disability Rating, for Initial Sample and Usable Returns 22
II-4 Mean Age, by Combined Disability Rating, for Initial Sample and Usable Returns 22
II-5 Diagnostic Categories, by Combined Disability Rating, for Initial Sample and Usable Returns 23
II-6 Composition of Sample and Population by Disability Strata 24
III-1 Employment Groups for Disabled Vietnam-Era Veterans 26
III-2 Employment and Training Characteristics Related to Age of Disabled Veterans 28
III-3 Employment Groups, by Age and Severity of Disability: Total Sample 32
III-4 Employment Status of Trainees, by Age and Severity of Disability: Veterans Currently in School or Training 33
III-5 Type of Post-Service Training, by Age and Severity of Disability: Veterans Reporting Some Type of Post-Service Training 34
III-6 Hourly Pay, By Age and Severity of Disability: Veterans Reporting Longest Held Job in 1973 35
III-7 Distribution of White-Collar Occupations, By Age and Severity of Disability: Veterans Reporting White-Collar Job as Longest Held in 1973 36
III-8 Distribution of Non-White-Collar Occupations, By Age and Severity of Disability: Veterans Reporting Non-White-Collar Job as Longest Held in 1973 37
III-9 Longest Part-time or Full-Time Employment in 1973, By Age and Severity of Disability: Veterans Reporting Longest Held Job in 1973 38
III-10 Type of Employer, By Veteran's Age and Severity of Disability: Veterans Reporting Longest Held Job in 1973 39
III-11 Extent Job Utilized Previous Training and Experience, By Age and Severity of Disability: Veterans Reporting Longest Held Job in 1973 40
III-12 Veterans Reporting Definite Job Goal at End of Five Years, By Age and Severity of Disability for Each Employment Group: Total Sample 41
III-13 Main Reason for Not Looking for Work, by Age and Severity of Disability: Veterans Not in the Labor Force 42
III-14 Employment and Training Characteristics Related to Severity of Disability: Veterans Under 30 Years of Age 44
III-15 Race and Education Totals for Selected Employment Statistics: Veterans Under 30 Years of Age 46

Tables *(Cont.)* Page

III-16 Race, by Age and Severity of Disability: Total Sample 47
III-17 Education, by Age and Severity of Disability: Total Sample 48
III-18 Education, by Race and Severity of Disability: Veterans Under 30 Years of Age 48
III-19 Employment Groups, by Race and Severity of Disability: Veterans Under 30 Years of Age 49
III-20 Hourly Pay, by Race and Severity of Disability: Veterans Under 30 Years of Age Reporting Longest Held Job in 1973 49
III-21 Distribution of White-Collar Occupations, by Race and Severity of Disability: Veterans Under 30 Years of Age Reporting White-Collar Job as Longest Held in 1973 50
III-22 Distribution of Non-White-Collar Occupations, by Race and Severity of Disability: Veterans Under 30 Years of Age Reporting Non-White-Collar Job as Longest Held in 1973 50
III-23 Unemployment Rate, by Race, Education, and Severity of Disability: Veterans Under 30 Years of Age 53
III-24 Employment Groups, by Severity of Disability and Education: Veterans Under 30 Years of Age 54
III-25 Hourly Pay, by Severity of Disability and Education: Veterans Under 30 Years of Age Who Reported Longest Held Job in 1973 55
III-26 Distribution of White-Collar Occupations, by Severity of Disability and Education: Veterans Under 30 Years of Age Reporting White-Collar Job as Longest Held in 1973 56
III-27 Distribution of Non-White-Collar Occupations, by Severity of Disability and Education: Veterans Under 30 Years of Age Reporting Non-White-Collar Job as Longest Held in 1973 57
III-28 Employment Groups, by Marital Status and Severity of Disability: Veterans Under 30 Years of Age 60
III-29 Pay and Occupation, by Marital Status and Severity of Disability: Veterans Under 30 Years of Age 61
III-30 Education, by Marital Status and Severity of Disability: Veterans Under 30 Years of Age 61
III-31 Job Characteristics of Working Veterans Under 30 Years of Age, By Severity and Type of Disability 65
III-32 Employment Status of Veterans Under 30 Years of Age, by Severity and Type of Disability 66
III-33 Major Service-Connected Disabilities, By Age 66
III-34 Sample of Young, Severely Disabled Employed Veterans 78
III-35 Extent of Activity Limitation, by Diagnostic Category for the Moderately Disabled 72
III-36 Extent of Activity Limitation, By Diagnostic Category for the Severely Disabled 74
III-37 Unemployment Rate and Dropout Rate, by Counseling and Training Status: Veterans Under 30 Years of Age With Combined Disability Ratings of 60-100% 76

Tables *(Cont.)*

Page

IV-1 Methods Used Most Often and Methods Found Most Useful, By Age Group: Veterans Reporting Job Held Longest in 1973 94

IV-2 Methods Used When Looking for Work, Most Often Used and Most Useful Method, By Employment Status: Veterans in the Labor Force Who Reported Longest Held Job in 1973 95

IV-3 Range of Job Search, by Severity of Disability: Veterans Reporting Job Held Longest in 1973 96

IV-4 Range of Job Search, by Age: Veterans Reporting Longest Held Job in 1973 96

IV-5 Range of Job Search, by Employment Status: Veterans in the Labor Force Who Reported Longest Held Job in 1973 97

IV-6 Job-Seeking Orientation, by Age and Severity of Disability: Veterans Reporting Longest Held Job in 1973 99

IV-7 Job-Seeking Orientation, by Employment Status: Veterans in the Labor Force Who Reported Longest Held Job in 1973 100

IV-8 Used State Employment Service (SES) to Try to Find a Job, By Age and Severity of Disability: Veterans Who Looked for Work Since Leaving the Service 101

IV-9 Used State Employment Service to Try to Find a Job, By Race and Education for Veterans Under 30 Years of Age: Veterans Who Looked for Work Since Leaving the Service 101

IV-10 Number of Unfulfilled Needs at the Employment Service, by Employment Status: Veterans Using SES to Find a Job 110

IV-11 Sources of Counseling to Make Training Plans, By Age and Severity of Disability: Veterans Receiving Counseling 121

IV-12 Completed Planned Training, By Age and Severity of Disability: Veterans Whose Counseling Resulted in Plan 124

IV-13 Went to School or Took Training After Leaving the Service, By Age and Severity of Disability: Total Sample 125

IV-14 Type of Schooling or Training Assistance, By Age and Severity of Disability: Veterans Who Took Post-Service Schooling or Training 127

IV-15 Type of Schooling or Training Assistance, by Race and Severity of Disability: Veterans Under 30 Years of Age Who Took Post-Service Schooling or Training 128

IV-16 Type of Assistance for School or Training, By Severity of Disability and Education: Veterans Under 30 Years of Age Who Received Post-Service Schooling or Training . . 129

IV-17 Information on Major Private Veterans Assistance Organizations 133

V-1 Veterans Reporting That Employer Knew of Disability at Time of Hiring, By Type and Severity of Disability: Veterans Under 30 Years of Age Who Reported Longest Held Job in 1973 141

V-2 Employers' Statements on Disability as a Reason for Not Hiring, According to Incidents of Job Discrimination Described by Jobless Disabled Veterans 145

V-3 Reasons Given by Employers for Not Hiring, According to Long-Term Unemployed and Job-Discouraged Veterans 146

V-4 Reasons for Difficulty in Finding Work Given by Long-Term Unemployed and Job-Discouraged Veterans 148

Tables *(Cont.)*

		Page
V-5	Relationship of Disability and Nondisability Factors as Perceived Causes of Job-Finding Difficulty: Long-Term Unemployed and Job-Discouraged Veterans	149
V-6	Degree of Agreement Among Employers on Specific Reasons Often Given for Hiring or Not Hiring the Handicapped: Respondents to the Mail Survey of Employers	150
V-7	Degree of Agreement Among Employers on Some General Comments Sometimes Made About Moderately or Severely Handicapped Employees: Respondents to the Mail Survey of Employers	152
V-8	Degree of Agreement Among Employers on Comments About Disabled Veterans as Job Seekers: Respondents to the Mail Survey of Employers	153
V-9	Veterans Reporting Employer Made Special Job Arrangements, By Age and Severity of Disability: Veterans Reporting Longest Held Job in 1973 Whose Employer Knew of Disability at Time of Hiring	155
V-10	Veterans Reporting Employer Made Special Job Arrangements, by Type and Severity of Disability: Veterans Under 30 Years of Age Reporting Longest Held Job in 1973 and Whose Employer Knew of Disability at Time of Hiring	157
V-11	Categories of Special Job Arrangements Made by Employers, and Percent of Veterans Reporting Arrangements in Each Category	157
V-12	Selected Examples of Special Arrangements Made by Employers	158

DISABLED VETERANS OF THE VIETNAM ERA:
Employment Problems and Programs

Chapter I

INTRODUCTION

THE DISABLED VETERAN AS JOB-SEEKER

". . . I don't think the world owes me a living, but it could let me make one."

In these few words, one young disabled veteran[1] expressed sentiments—born of rejection and frustration in searching for a job—that are shared by many of his fellow veterans.

Take, for instance, Mr. J., who has just turned 30. After six years in the military service, he was discharged with a 70% disability rating for a badly mangled left arm. With only a high school education, and no marketable job skills, Mr. J. took the advice of a State Employment Service counselor and enrolled in a state-funded training program for the handicapped. Two years later he had completed a community college course in computer programming.

After graduation, his injured arm was amputated and he was fitted with a prosthesis that restored many of the normal arm functions. With his new training, and with the additional dexterity in his arm, Mr. J. did not anticipate much difficulty in finding a job. He was wrong.

In looking for work as a computer programmer, Mr. J. went to the State Employment Service, private employment agencies, answered want ads, talked to friends, and contacted employers on his own. Although he felt his interviews "went well," he did not hear from most of the employers again. If he did, it was to be rejected. His dealings with the Employment Service (he was now in another state) were not as productive as in his first experience. He was sent on a number of referrals, not one of which resulted in a job offer. One employer told Mr. J. that it would be unsafe for him, with his artificial arm, to work near card-sorting machines. Having worked with these machines during his training—when his arm was completely useless—he was shocked by the transparency of this excuse. He blames the Employment Service for not adequately discussing his case with prospective employers before scheduling interviews.

The Veterans Administration (VA) suggested that Mr. J. take further training under the Vocational Rehabilitation Program, but with a wife and children he needed the income from a full-time job. At the end of two months, Mr. J. was "on my last straw." He answered a large department store's advertisement for a job as stock boy and was hired. It is ironic that, after he had been turned down for programming positions because of his disability, his only offer was for a job requiring considerable physical effort.

Mr. J. has worked at the department store for five years, and is now stock manager in charge of 300 employees. His abilities, and his employer's willingness to let him make a living, combined—in the long run—to give Mr. J's job search a satisfactory conclusion.

The research described in this report sought to determine why this young man and other disabled veterans of the Vietnam era have experienced such frustration in finding suitable employment. Previous studies have examined the readjustment difficulties of all

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[1] In this report, the term "disabled veteran" refers only to veterans with service-connected disabilities.

Vietnam-era veterans in returning to civilian life, with considerable emphasis on veteran unemployment. This report is based on the assumption that the disabled veteran, like the undereducated veteran, the veteran with a less-than-honorable discharge, or the veteran belonging to a racial or an ethnic minority, will find assimilation into the labor force even more difficult than Vietnam-era veterans as a whole.

GENERAL OBJECTIVE AND SCOPE

The overall objective of this project has been to (a) determine the nature of the major problems confronting veterans with service-connected disabilities in seeking and holding a job, and (b) to explore ways in which these major problems might be solved in order to facilitate employment.

A number of substudies were planned in order to achieve a full understanding of the relationship between the disabled veteran and the job market. These include:

(1) A survey of Vietnam-era veterans with service-connected disabilities.
(2) A survey of long-term unemployed disabled veterans.
(3) A survey of employers' policies on hiring disabled veterans.
(4) Evaluations of outstanding employment programs for handicapped workers, including disabled veterans.
(5) A study of the interaction between the Employment Service and the Veterans Administration in servicing disabled veterans.
(6) A study of services offered by various veterans organizations.

THE VETERAN POPULATION

Since August 5, 1964, the date marking the official beginning of the Vietnam era, more than seven and a quarter million veterans have passed through the military service, over 350,000 of them disabled.

The Vietnam-era veteran with a service-connected disability is the object of this study. To be classified as service-connected, a disability must have been incurred or aggravated in the line of duty, even though it may not have been recognized at the time of release or discharge from active duty. The VA rates the severity of each disability on a percentage basis for the purpose of determining the amount of disability compensation the veteran is to receive.

The ratings are made by VA boards after considering the medical evidence and using as a guide the VA's Schedule for Rating Disabilities (contained in the Code of Federal Regulations, 1). The schedule is a detailed listing of disabilities specifying the conditions that should be rated at each percentage level, 0%[1] to 100%. The guide states that the rating is "based primarily upon the *average* impairment in earning capacity, that is, upon the economic or industrial handicap which must be overcome and not from individual success in overcoming it . . . . Total disability will be considered to exist when there is present any impairment of mind or body which is sufficient to render it impossible for the average person to follow a substantially gainful occupation. . . ." The following examples illustrate the nature of the VA Schedule of Ratings:

(1) Leg, amputation of: Amputation not improvable by prosthesis controlled by natural knee action. Rating - 60%.

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[1] In some cases, a 0% disability rating is used to designate diseases or conditions that are not compensable at the time of evaluation but could worsen to a compensable degree at some time in the future. In this study we have included only those veterans with disability ratings of 10% through 100%.

(2) General rating for psychoneurotic disorders: 50%. Ability to establish and maintain effective or favorable relationships with people is substantially impaired. By reason of psychoneurotic symptoms the reliability, flexibility, and efficiency levels are so reduced as to result in severe industrial impairment.
(3) Hypertensive vascular disease: Diastolic pressure consistently 110 or more with definite symptoms. Rating - 20%.

For each disabled veteran a total disability rating is derived by combining the ratings of his separate disabilities. The percentage ratings for the separate disabilities are combined according to rules given in the VA's rating schedule. The combined rating is not obtained by simply adding. For example, a 60% disability and a 30% disability yield a combined rating of 70%.[1]

It is difficult to make many valid generalizations about the personal characteristics of the disabled veteran of the Vietnam era, except that he is likely to be young. According to a Department of Labor report early in 1974, 90% of all Vietnam-era veterans were between the ages of 20 and 34 (2). Disabled Vietnam-era veterans are also predominantly young (see Table I-1).[2] However, only 77% of these veterans are between

Table I-1

Age at Time of Survey: Total Sample

(Projected Percentage)[a]

Age	Percent of Sample Population
19 - 24 (Born 1949-1954)	17
25 - 29 (Born 1944-1948)	49
30 - 34 (Born 1939-1943)	11
35 - 39 (Born 1934-1938)	2
40 - 44 (Born 1929-1933)	7
45 and Over (Born 1928 or Earlier)	14

[a] Percentages in this and many other tables are extrapolated from the survey sample data and weighted according to the composition and size of the Veterans Administration compensation and pension file, as of July 1973, for Vietnam-era veterans with service-connected disabilities. The procedure used is described in detail in Chapter II.

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[1] Percentages in this and many other tables throughout the report and in Appendix A are extrapolated from the survey sample data and weighted according to the composition and size of the Veterans Administration compensation and pension file, as of July 1973, for Vietnam-era veterans with service-connected disabilities. The procedure used is described in detail in the last section of Chapter II.

[2] Representing the percent total disability by D_t, the major disability by D_1, and the percent rating of the secondary disability by D_2

$$D_t = D_1 + \frac{(100 - D_1) D_2}{100}$$

The total disability is then rounded to the nearest percentage evenly divisible by 10. An additional bilateral factor of 10% is added to the combined disability rating when the disease or injury is bilateral (e.g., affecting both arms, both legs, or both eyes).

24

the ages of 20 and 34. Since most retiring career service personnel are in the older age brackets and consequently more subject to disabling illnesses, it is not surprising that the VA compensation and pension file is weighted somewhat toward the older veteran.

The Vietnam veteran could have been a young enlistee or draftee who joined the service right out of high school, or a middle-aged career military man who became eligible for retirement on or after August 5, 1964. This veteran may or may not have served in Vietnam, and his disability is not necessarily the result of a battle wound. His disability may be considered only a slight industrial and economic handicap, rated at 10%, or a total economic handicap with a rating of 100%.

The sample of veterans used in this study comes from the VA compensation and pension files for all Vietnam-era veterans with service-connected disabilities. However, veterans with psychiatric or neurological disabilities of 100% were excluded because it was expected that they would be, by definition, unemployable ("complete social and industrial inadaptability"). Veterans with nonservice-connected disabilities were not studied, although it can be assumed that their job-finding experiences would be similar to those studied.

Almost three-quarters of the Vietnam-era veterans with service-connected disabilities were released from active duty prior to 1971 (see Table I-2). Only about 3% of the veterans in our sample had been out of the service for less than a year at the time they were surveyed. The great majority of disabled veterans, then, are not men just home from the service. Most have had over three years' adjustment to civilian society.

The proportions of disabled Vietnam veterans in three main age and severity groupings are shown in Table I-3. While, as stated earlier, disabled veterans are somewhat older as a group than all Vietnam-era veterans, it is still true that 65% of these men are less than 30 years old. Approximately half of all service-connected disabilities have a severity rating of slight—that is, a combined disability rating of 10% to 20%.[1] Less than one-fifth of the Vietnam veterans are considered severely disabled,[2] with the young veterans suffering almost two-thirds of these disabilities.

The kinds of service-connected disabilities borne by Vietnam-era veterans are indicated in Table I-4, which gives percent with each type of primary disability. (The primary disability is the disability with the highest rating.) The popular conception of the veteran as an amputee or blind is not substantiated. Except for bone and joint disease or injury, he is more likely to have a psychiatric or neurological disorder than any other kind of disability. Clearly, many disabilities are not the result of wounds sustained during combat. Many common conditions, such as arthritis and heart disease, are rated as service-connected disabilities because they occurred coincident with service, or, if preexisting, were aggravated while in the service.

Two out of three Vietnam-era disabled veterans have disabilities in addition to their primary disability. Table I-5 shows primary and secondary disabilities in three major disability groups—orthopedic, neuropsychiatric, and other. This table shows, for example, that one out of five men whose primary disability is neuropsychiatric has a secondary condition which is orthopedic. The severely disabled veteran is especially likely to be multihandicapped. More detailed examples of the nature of primary and secondary disabilities of severely disabled veterans appear in the section in Chapter III on "Specific Disability and Type of Work," which has information on 88 young, severely disabled veterans, including their rated disabilities.[3]

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[1] Since the VA usually does not consider men with less than 30% combined rating eligible for its vocational rehabilitation program, we define 10 or 20% disability as slight.

[2] Based on a study of the VA's rating criteria, we have classified those with combined ratings of 60% or greater as severe.

[3] See Table III-34, p. 78.

Table I-2

Released From Active Duty: Total Sample

(Projected Percentage)

Date of Release	Percent
1970 and Earlier	73
1971	15
1972	9
1973	3

Table I-3

Composition of Disabled Veteran Population, by Age and Severity of Disability[a]: Total Sample

(Projected Percentage)

Age Category	Severity of Disability			
	Slight	Moderate	Severe	Total
Under 30	39	17	9	65
30 to 44	12	6	3	21
45 and Over	7	5	2	14
Total	58	28	14	100

[a] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table I-4

Major Classes of Disability: Vietnam-Era Veterans With Service-Connected Disabilities, March 1973[a]

Primary Disability	Percent
Bone and Joint Disease and Impairments	31
Muscle Injuries	12
Amputations	3
Psychiatric and Neurological Disorders	20
Eye and Visual Acuity	3
Respiratory Disorders	4
Circulatory Disorders	6
Digestive Disorders	6
Skin Disorders	8
Miscellaneous	6

[a] Based on Veterans Administration RCS 21-16, Class of Major Disability by Combined Degree, Vietnam Conflict, as of March 1973.

Table I-5

Veterans With Primary and Secondary Disabilities in Three Major Disability Categories[a]: Total Sample

(Projected Percentage)

Primary Disability	Secondary Disability				
	Orthopedic	Neuro-psychiatric	All Other Disabilities	None	Total Primary Disability
Orthopedic	28	5	33	34	45
Neuropsychiatric	22	6	36	36	20
All Other Disabilities	21	4	45	31	35
Total Secondary Disabilities	25	5	38	33	

[a] *Orthopedic* includes bone, muscle and joint diseases and injuries, and amputations. ***Neuropsychiatric*** includes central and peripheral nervous system damage and disease, and neuroses and psychoses. *Other* includes all diseases and impairments not listed above.

THE ESTABLISHED EMPLOYMENT ASSISTANCE SYSTEM FOR VIETNAM VETERANS

Most of the mechanisms for providing Vietnam-era veterans with employment assistance have sprung up since 1971 when the increase in returning servicemen coincided with a downswing in the domestic economy.[1] Ironically, this economic slump was brought about, in part, by the "de-escalation" of the war itself. The programs described represent only the major employment assistance efforts for the veteran. Literally dozens more have been described in other reports (3, 4).

(1) Office of Veteran Reemployment Rights, Department of Labor. Men who held nontemporary jobs prior to entering service are entitled to regain their positions without loss of seniority, if business conditions made it "reasonable" for employers to rehire (5). Disabled veterans are entitled to "comparable positions" they are able to perform. To the young veteran with no permanent preservice vocation, these rights are of little use, however. Career military men, too, would obviously be unaffected.

(2) Civil Service Preference. Traditionally, veterans are supposed to receive preferential hiring treatment for government jobs. "Preference points" are added to examination scores—five for the regular veteran, and 10 for the disabled veteran. Again, the young veteran with little educational background is at a disadvantage. Also, in an economy characterized by governmental hiring freezes and personnel cutbacks, the extra points do not help substantially (6).

(3) Preference in Employment Service Referrals. All veterans are entitled to preference in referrals to job openings listed with the U.S. Employment Service and all local and state offices of the U.S. Employment Service. Veterans are told of suitable job openings before other qualified registrants. The employer, however, is free to hire any of the applicants referred to him. Even if the veteran does, indeed, get preference, the worth

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[1] A summary of legislation governing employment assistance for veterans is presented in Appendix B.

of such preference depends on the veteran's own qualifications and the quantity and quality of job openings listed.

(4) The President's Veterans Program. Initiated in June of 1971, this program was designed to eliminate some of these deficiencies, and, in particular, to increase the effectiveness of the Employment Service. An Executive Order was issued calling for the mandatory listing of all suitable job openings with the Employment Service by all agencies and contractors funded by the Federal Government. Veterans were to be given priority in referrals to openings on the mandatory list, with disabled veterans first and Vietnam-era veterans second in priority.

In 1972, Congress passed the Vietnam-Era Veteran's Readjustment Assistance Act, which established performance objectives for the job placement rates of disabled veterans and Vietnam-era veterans by the Employment Service. Employers subject to mandatory listing requirements were called upon to give "special emphasis" to the hiring of qualified disabled and Vietnam-era veterans. The President's program also urged the Employment Service to provide intensive assistance to the veteran who had been collecting unemployment compensation for more than 13 weeks. These veterans were to receive special counseling and testing, as were all Vietnam-era veterans who needed it.

At least one veterans' employment representative (SVER) is assigned to each state by the Veterans Employment Service, an adjunct of the U.S. Employment Service, to oversee veterans' programs in that state. At each local office there is at least one local veterans' employment representative (LVER) assigned by the State Employment Security Agency. The LVER has the responsibility of ensuring that veterans coming to that office receive all the assistance to which they are entitled. The SVER is a Federal employee under the Veterans Employment Service; the LVER is a state employee. An SVER has functional, not direct, supervision over the LVERs in his state (3).

The President's Veterans Program incorporated a number of other points to increase veterans' employment, such as the Federal Government—National Alliance of Businessmen's "Jobs for Veterans" program and the expansion of "Project Transition," described below. The President's plan also called for increased opportunities for Vietnam-era veterans in Federal manpower training programs, such as the Concentrated Employment Program or Manpower Development and Training Act Program. These programs were instructed to set quotas for veterans and to give absolute preference to veterans so long as the quota was unfilled.

(5) Jobs for Veterans Program. In this cooperative effort of government and industry, the National Alliance of Businessmen (NAB) was called upon to locate jobs for veterans in the private sector, using the network of contacts already established in its JOBS program for the disadvantaged. The drive for veterans' jobs was reported to be successful. In fiscal 1973, the Jobs for Veterans (JFV) program achieved 150% of its goal for veterans' jobs (7). Businessmen are asked to set aside "for veterans only," and with "special emphasis" on hiring disabled veterans, a share of positions they would ordinarily fill during the year. Pledges for veterans' jobs are then referred to the State Employment Office or to the Veterans Administration (4).

The JFV Program is directed by the JFV Interagency Advisory Committee, a group that includes several federal agencies as well as the NAB. The Committee is chaired by the Assistant Secretary of Labor for Manpower. JFV runs an extensive advertising campaign to alert employers to the advantages of hiring veterans, and promotes job fairs. It has been instrumental in the creation of some 300 local task forces focusing on veteran employment (7).

A newspaper ad of the 1974 campaign had this message concerning disabled veterans: "A DISABLED VETERAN IS A BUSINESS ASSET. It's true. Many disabled veterans have been trained in hard-to-find specialities through vocational rehabilitation.

Disabled veterans offer more than experience and skills; they have the kind of determination that makes them better employees . . . with fewer absences and accidents . . . with high productivity and employer loyalty. For help in hiring disabled veterans, contact your local office of the Veterans Administration or the State Employment Service. HIRE THE DISABLED VETERAN. HE'S GOT A LOT TO GIVE" (7, p. 191).

(6) Project Transition.[1] Set up by the Defense Department, this program was expanded by the President's Veterans Program to include counseling, skill training, and education and placement services to servicemen during their last six months of duty. However, the disabled veteran returning from Vietnam, and the young veteran discharged for medical reasons, are unlikely to take advantage of Project Transition. Those participating in Project Transition are mostly men at the end of their military careers (9).

(7) Veterans Administration. This agency is, of course, another important source of vocational assistance. Both the G.I. Bill and the Vocational Rehabilitation Program (VAVR) for service-disabled veterans are part of the VA's legal commitment to help veterans attain the vocational and educational status they might have aspired to and obtained if they had not entered the service. The VAVR Program is limited to veterans with at least a moderate (30%) disability rating or to veterans who can show that their disability has caused a pronounced employment handicap. The VAVR Program differs from the GI Bill in several respects. In the VAVR Program tuition and books and a subsistence allowance are paid. Also, those in the VAVR program, unlike GI Bill users, are required to go through testing and counseling with the VA to develop vocational and training goals. Each VAVR trainee is assigned to a VA Rehabilitation specialist who monitors his progress and advises him.

Both the G.I. Bill and the VAVR Program provide the means for a veteran to receive schooling or vocational training, including on-the-job training.

(8) Veterans Service Organizations. These organizations usually provide support to existing government-sponsored programs for veteran job assistance. As an example, they can counsel veterans, referring them to the appropriate helping agency. Service officers of these organizations assist and/or represent veterans in filing claims with the VA. The organizations monitor the operation of the Employment Service and the Veterans Administration and point out deficiencies. Also, they lobby for legislation beneficial to veterans. See the section in Chapter IV entitled "The Role of Private Veterans Organizations in Assisting Disabled Veterans" for a more complete discussion on private veterans organizations and the ways they can assist disabled veterans in finding employment.

(9) NAB/VA/ES Job Placement Program for Disabled Vietnam-era Veterans. In Fiscal Year 1974, the Veterans Administration, the National Alliance of Businessmen and the U.S. Employment Service worked together in an intensive program to help disabled Vietnam-era veterans get jobs. A quota of 10,000 disabled veteran job placements was established. NAB made contacts with employers to identify and develop jobs, and the VA and ES provided job counseling and job placement assistance. Eligible disabled veterans were identified by a mail survey of 58,000 disabled Vietnam-era veterans with a disability of 10% or greater, which resulted in 20,000 responses. Each veteran surveyed received a one-page letter asking him to check whether or not he needed help in finding a job or in getting training, and what his current employment status was. Veterans mailed their replies back to the VA regional offices. Mr. Charles Collins of NAB reports that 4,800 disabled veteran placements were made during Fiscal Year 1974, or 48% of the quota. This program is being continued with some revisions based on the experiences of the first year.

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[1] The DoD Project Transition program was terminated May 31, 1974.

REVIEW OF RESEARCH ON EMPLOYMENT OF VIETNAM-ERA VETERANS AND DISABLED VETERANS

What is known about the employment situation of Vietnam-era veterans in general from prior research? What have previous surveys disclosed about the employment problems of disabled veterans?

SURVEYS OF VIETNAM-ERA VETERAN EMPLOYMENT

Unemployment rates of Vietnam-era veterans as a group have been followed closely since 1969 when Armed Forces strength in Vietnam began to decline. The employment fate of the disabled Vietnam veteran has not been so carefully monitored. In a 1971 survey by the Bureau of Labor Statistics, unemployment for Vietnam-era veterans, 20 to 34 years old, peaked at nearly 9%, more than two points higher than for the non-veteran population. The young Vietnam veteran (20-24 years) suffered more. In 1971, the unemployment rate for these veterans reached a high of 13% (8).

With an improvement in the economy, unemployment rates dropped for both Vietnam veterans and non-veterans (20-34 years), standing equal at about 4 1/2% at the end of 1973. For young veterans (20-24 years), though, the picture was more dismal. Their unemployment figure was almost 8%. By the end of the first quarter of 1974 (corresponding to the time of our data collection), it had risen sharply to almost 10%. For all Vietnam veterans (20-34 years) the rate was much lower—5% (2). Clearly, it is the young veteran who is having the most difficulty finding a job. A young disabled veteran would face even more discouraging odds.

A survey of Vietnam veterans' readjustment to civilian life conducted for the VA in 1971 by Louis Harris and Associates provided data on how veterans and employees viewed employment of veterans (9), but no distinction was made between *all* Vietnam veterans and *disabled* veterans. The survey showed that veterans attributed their unemployment to a poor economy, but did not think that employers were making a special effort to hire veterans. While 9 out of 10 employers agreed that employers should make a special effort to hire veterans, only 5 out of 10 veterans agreed that the employers were making the effort. The survey also indicated that the public employment service was having rather little impact on veteran unemployment. Of the returning veterans surveyed, only 22% of those going to public employment offices received job offers as a result of Employment Service referrals.

Another study of Vietnam veterans conducted in 1972 by the Center for Responsive Law suggests two causes for high veteran unemployment. The first is an absolute shortage of work resulting from the economic recession, and the second is the discontent of young veterans with the kinds of jobs available to them in the "secondary job market." "Disadvantaged, undereducated veterans, do, in fact, have more difficulty keeping stable jobs. But this may be less because they are unwilling to do the work than because they are unwilling to work in bad jobs" (6, p. 224).

STUDIES OF DISABLED VETERAN EMPLOYMENT

Several surveys have pointed out that the disabled veteran has disadvantages in employment. The unemployment rate of disabled veterans is estimated to be higher than that for other veterans. In 1971, a government survey estimated the unemployment rate of disabled veterans of all eras to be 14% as compared to a 9% unemployment rate for Vietnam-era veterans at this time. However, there have not been periodic employment surveys of *disabled* veterans as there have been for other veterans. The Disabled American Veterans organization, in January, 1973, conducted its own employment survey (by mail) of disabled Vietnam-era veterans, who had been awarded the Purple Heart, and concluded that the Department of Labor was grossly underestimating the extent of the employment problems of disabled veterans. The DAV survey found that 53% of those responding were "unemployed" and that 71% wanted a job or a different job. The response rate to this survey was 19% (10).

The DAV survey cannot be compared to Bureau of Labor Statistics unemployment estimates because of the gross differences in population surveyed, data collected, and definition of "unemployed." (For example, the DAV survey did not establish that these jobless disabled veterans were currently looking for work and able to accept work.) However, these survey results do suggest that disabled veterans have considerable disadvantage in employment.

A study of the employment status of neuropsychiatric disabled veterans was conducted in 1960 by the Veterans Administration (11). This survey was based on a random 1% sample of Korean and World War II veterans with ratings for service-connected functional psychoses and neuroses, excluding hospitalized veterans. Those surveyed were found to be working in a wide range of jobs whose distribution was in many ways similar to that for the employed male population as a whole. The employed disabled veterans were less likely to be in professional or managerial jobs than were employed men in general (17% vs. 24%). Severity of disability was highly related to whether or not the veteran was unemployed. Two out of three of the unemployed veterans had a disability rating of 30% or greater but only one of three employed veterans had a rating this high.

In 1973, the Veterans Administration reported the results of a large study of the earnings of disabled veterans, "Economic Validation of the Rating Schedule" (12). Some 500,000 disabled veterans, covering all eras, were surveyed by the Bureau of Census for information on their earnings. Data were also gathered from a control group of non-disabled veterans. For the analysis, the disabled veterans were divided into more than 1,000 groups representing various specific disabilities and degrees of disability. The earnings of each of these groups were compared to the earnings of a control group matched in age, education, and geographic region. In general, the analysis of the earning data showed that for any given disability rating level (e.g., 50%) those with mental disorders tended to show a higher economic loss relative to their control groups than those with other disorders, especially orthopedic disorders.

Partly on the basis of these data, the VA proposed revisions in the rating schedule for disabilities, including some reductions in ratings for orthopedic disability and increases for neuropsychiatric disorders (13). Information about these proposed changes aroused a storm of protest from veteran organizations, and the changes were shelved.

OVERVIEW

A description of our survey methods is discussed in Chapter II. Following is a list of the results of the survey, with a notation of the chapter in which they are discussed.

- The extent of unemployment and other employment problems among disabled veterans differing in age, education, race, and type and severity of disability. (Chapter III)
- How current employment for disabled veterans is related to past counseling and training experienced by the veterans. (Chapter III)
- How various kinds of disabled veterans look for work. (Chapter IV)
- Employment office services to disabled veterans as reported by the veterans and as observed and described by the research staff. (Chapter IV)

- Counseling and training received by disabled veterans with varying kinds of disabilities. (Chapter IV)
- Assistance received by disabled veterans from private veterans' organizations. (Chapter IV)
- Interaction between the Veterans Administration and the Employment Service in assisting disabled veterans. (Chapter IV)
- Reasons why disabled veterans are not hired as reported by the veterans and by employers. (Chapter V)
- Employers' interpretation of the special emphasis they are supposed to give to hiring disabled veterans. (Chapter V)
- Ways that long-term unemployed disabled veterans explain their difficulties in locating suitable work. (Chapter V)
- Ways in which employers make special arrangements to assist disabled veterans. (Chapter V)
- Observation of some outstanding employer programs for promoting employment of disabled veterans and other handicapped workers. (Chapter V)
- Results of the survey discussed and some conclusions offered concerning the problems of disabled veteran employment. (Chapter VI)

Chapter II

DATA-GATHERING METHODS

OVERALL APPROACH

To study employment problems facing disabled Vietnam-era veterans, and ways of helping the veterans find work, information and comments were obtained from several sources. The main source was the veterans themselves. The sample studied was large and was drawn in such a way that statistically defensible statements can be made about the disabled veteran population, and about various subpopulations as well. Also, small-scale studies were conducted to provide background information and perspective. Information was gathered from employers, representatives of national veteran assistance organizations, State Employment Service personnel, and Veterans Administration personnel. Finally, some outstanding programs for handicapped workers were examined to learn about various problems and successful approaches in dealing with employment of the severely disabled.

A list of substudies showing the source, data collection method, and number of cases is contained in Table II-1. The data-gathering plans are described in the following section of this chapter. The data-collection instruments and related materials are shown in Appendix C. The strengths and limitations of the investigative procedures, and the method of making estimates from the survey data for the disabled Vietnam-era population are discussed in the final sections of this chapter.

SUMMARY OF DATA-GATHERING PLANS

MAIL SURVEY OF DISABLED VIETNAM-ERA VETERANS

For this survey, a sample of 14,210 Vietnam-era veterans was drawn from the VA's compensation and pension file (the file used for issuing VA disability payment checks).

The population sampled was made up of male, Vietnam-era veterans currently receiving VA compensation for service-connected disabilities (everyone released from military service after August 4, 1964, is classified as a Vietnam-era veteran). Veterans with 100% neuropsychiatric disability were excluded from the sample because the Veterans Administration gives a 100% disability rating to those within neuropsychiatric categories who manifest "complete social and industrial inadaptability," and most of these individuals could be presumed to be long-term hospital patients.

The population was divided into eight disability groups or strata according to the VA's combined disability rating, and a random sample was drawn from each stratum (see Table II-2). The more severely disabled strata were over-sampled to ensure enough cases for the special analyses planned for these men. For example, the stratum with 100% disability, which includes about 3% of the Vietnam-era disabled veteran population, comprised about 12% of our sample.

The veterans sampled were surveyed by mail to learn of their employment status, job-finding experiences, sources of assistance in job finding and training, the impact of

Table II-1

Summary of Kinds of Data Collected

Group or Source	Data Collection Method	Number of Cases Completed
Male Vietnam-Era Veterans Currently Receiving Compensation for Service-Connected Disability	Mail Survey	7,838
Nonrespondents to Disabled Veteran Mail Survey	Telephone Interview	1,532
Unemployed Respondents to Disabled Veteran Mail Survey	Telephone Interview	573
Employed Respondents to Disabled Veteran Mail Survey, Severely Disabled, Living in Washington, D.C. or Philadelphia Areas	Depth Personal Interview	18
Personnel Directors of Public and Private Employers of St. Louis Area	Mail Survey	103
Personnel Directors of Private Employers in New York, Chicago, Dallas, Denver, and San Francisco	Personal Interview	28
State Employment Office Staff and Counseling Records	Personal Interview and Study of Records	21 Offices in 11 States
Personnel at U.S. Veterans Assistance Centers	Personal Interview	11 Centers in 11 States
Outstanding Programs for Assisting Employment of Disabled, Especially Veterans	Personal Interview and Observation	10 Programs
Representatives of National Veterans Organizations	Personal Interview	5 Organizations

their disability on their employment, and their background characteristics. Additional information about each individual was available from the VA file: nature and severity of disability, date of birth, and date of release from active duty.

A total of 7,838 usable returns were obtained as a result of an initial mailing and two follow-up mailings to nonrespondents. Responses from 163 veterans were excluded as unusable for various reasons, as reported in Table II-2. Approximately six out of ten veterans receiving the questionnaire filled it out and returned it.

LETTERS FROM AND RESPONSES TO DISABLED VETERANS

Well over 400 veterans returned the main questionnaire with a letter describing their job-hunting experiences in greater detail or commenting on some other aspect of the disabled veteran's existence (See Appendix D for a selection of these letters.) In addition, about 70 of these letters contained requests for help in finding jobs and questions about veterans' benefits and sources of assistance. Every letter requesting assistance or advice was answered individually. Veterans asking for help in finding a job were advised to contact the U.S. Veterans Assistance Center (USVAC) and U.S. Job Information Center nearest them. Addresses and telephone numbers were provided. Veterans with questions

Table II-2

Sampling Plan and Returns for Mail Survey of Disabled Vietnam-Era Veterans

Disability Stratum (Combined Disability—Percent)	Percent of Disabled Vietnam-Era Veteran Population in Stratum	Number in Initial Sample	Number of Undeliverable Questionnaires	Adjusted Sample	Usable Returns[a]	Return Rate (Percent)[b]
10	41	1830	73	1757	981	56
20	17	1960	61	1899	1138	60
30	14	1950	56	1894	1092	58
40	8	1680	34	1646	973	59
50	6	1700	51	1649	902	55
60	4	1680	35	1645	938	57
70-90	7	1930	30	1900	986	52
100[c]	3	1480	20	1460	828	57
Total	100	14,210	360	13,850	7838	57

[a] A total of 163 returns were unusable (incomplete, 41; returned blank, 74; female respondent, 35; respondent deceased, 10; miscellaneous, 3). Another 48 questionnaires were returned with the mailing label torn off and had to be treated as nonrespondents because the File Number, which was needed to process the questionnaire, was on the mailing label.

[b] Calculated by (usable returns)/(adjusted sample).

[c] Those in the 100% stratum with neuropsychiatric disabilities were excluded from the sample.

about benefits or other problems related to their veteran status were given the address and telephone number of the nearest USVAC. Some inquiries were about the nature of the project itself. These were answered by an individual letter enclosing a prepared summary describing the purpose and scope of the study and providing some information about HumRRO. (See Appendix C for a copy of the sheet giving facts about the project.)

OTHER DATA COLLECTED FROM DISABLED VETERANS

In addition to the mail survey, other information was collected from the disabled veteran sample. Interviews were held with the unemployed and with nonrespondents to the mail survey, and there were depth interviews with a small number of severely disabled employed veterans.

Telephone interviews were completed with 573 unemployed respondents. The veterans described their current situations and their job-seeking efforts, and explained why they had difficulty finding work. They told how employers reacted to their disabilities when they applied for jobs and described in detail incidents of hiring discrimination based on their disabilities.

Our original plan was to complete about 1,000 interviews with respondents who were either "long-term unemployed" (defined as no job at present, looking for work for at least 12 weeks), or discouraged (defined as no job, not looking for work now, not in training, or in the hospital). The major factor limiting the achievement of this goal was our inability to obtain telephone numbers for about half of the names and addresses in the VA file. These addresses represent the VA's latest information, but they do not necessarily represent the veteran's current residence.

Brief telephone interviews were carried out with 1,532 nonrespondents to the questionnaire. The veterans were asked about their current employment, given an opportunity to ask questions about the study, and urged to complete and return the questionnaires. The rate of refusal to complete the telephone interview was low (5%) indicating that nonparticipation in the mail survey did not stem from any strong negative assessment of the project.

Depth personal interviews were carried out with 18 employed, severely disabled (rated 60% or greater) veterans from the Washington, D.C., and Philadelphia areas. They had all completed the mail survey, and during the one-hour interview explained or elaborated their answers to the questionnaire. These interviews were intended to generate case reports for possible inclusion in a publication to be used by Employment Service counselors and others, and to further acquaint the research staff with complexities in the cases of individual veterans.

MAIL SURVEY OF EMPLOYERS

The mail survey to employers required only check responses and included items dealing with reasons for hiring or not hiring handicapped workers, opinions about handicapped workers, and preferences that should be given to various kinds of disabled veterans. The forms took about 10 minutes to complete. They were sent to the chief executive of each organization with a cover letter from the President of HumRRO requesting that the questionnaire be completed by the individual responsible for the organization's personnel matters. The questionnaires were returned anonymously.

Because of limitations of the project budget, it was necessary to confine the employer mail survey to a single Standard Metropolitan Statistical Area. After consultation with the project monitor and with members of the President's Committee for Employment of the Handicapped, the St. Louis SMSA was selected. Questionnaires were sent to 694 private, for-profit employers and to 83 public employers of the St. Louis area, all having at least 100 employees—the total number of such employers in the area according to our lists. The private employers' list was provided by Dun and Bradstreet and the public employers' list was from the Bureau of the Census. Returns were received from 103 employers, for a return rate of 13%.

INTERVIEWS WITH EMPLOYERS

The HumRRO research staff conducted personal interviews about disabled veterans and other handicapped workers with personnel directors of 28 private companies. Topics covered included:

- Recruiting of workers and handicapped workers.
- Obtaining and using information on disabilities and health in hiring and placement.
- Analysis of the physical demands of particular jobs.
- The company's experience with handicapped workers and with disabled veterans.
- Special adjustment or help for handicapped workers, including work placement modification, job restructuring, and elimination of architectural barriers.
- Insurance implications in hiring the handicapped.
- Factors limiting the hiring of qualified handicapped workers.

In pilot testing this questionnaire, we included questions on the numbers and types of handicapped workers and veterans hired, but we subsequently discarded these questions, because the employers didn't answer them. Some said the information was confidential; others said the company had not kept such records.

The personnel directors interviewed represented a diversity of industries and were located in five major metropolitan areas across the U.S.—New York City, Denver, Dallas, Chicago, and San Francisco. They were employed in the following industries:

- Banking (2)
- Insurance (1)
- Manufacturing (12)
  - Food processing (3)
  - Heavy equipment (3)
  - Electronics and electrical appliances (3)
  - Materials (2)
  - Luggage (1)
- Communications and utility (4)
- Retail trade (3)
- Medical services (1)
- Engineering (1)
- Protection services (1)
- Computer service (1)
- Industrial laundry (1)
- Retail credit bureau (1)

The employers in Dallas, San Francisco, Denver, and Chicago were selected with the assistance of the National Alliance of Businessmen, whose metro director in each city supplied a list of 15 employers. The employers had at least 100 employees each, were of diverse industries, and represented a cross-section of employers, not just those who had made outstanding efforts to employ the handicapped. The list contained each company's address, the primary line of business, and the name, title, and telephone number of the personnel director. We selected about half of the employers listed, on the basis of diversity of industry, with an emphasis on manufacturing. The project director wrote to the personnel director of each company selected explaining the project and requesting an interview, which was arranged by telephone. A total of six employers refused or were unavailable for interview.

One employer located in New York City was selected on the basis of suggestions from the governor's committee on employment of the handicapped. We had originally planned to select all employers to be interviewed with the assistance of governor's committees, but it became apparent that this method of identifying employers would not serve our purposes. It seemed that the committee chairmen would be acquainted only with company representatives who served on their committees.

VISITS TO STATE EMPLOYMENT AND U.S. VETERANS ASSISTANCE OFFICES

U.S. Veterans Assistance Centers and state employment offices in 11 states were visited to learn about employment services to disabled veterans, especially the linkage between state offices and the VA. The states visited were Virginia, Maryland, Massachusetts, Kentucky, Georgia, Indiana, Illinois, Arizona, Colorado, Texas, and California. A USVAC was visited in each state and a total of 21 public employment offices were visited in all states. Thirteen of the 21 employment offices were located in large central city areas, with the rest in suburban communities, small cities, and towns.

At each employment office we spent about four hours conducting a semi-structured interview with the office manager, local veterans employment representative, and counselors, and studying counseling records. In five states, we also talked with the State Veterans Employment Representative. The topics covered in the interviews were:

- Organization of the office and services to disabled veterans.
- Number and kinds of disabled veterans served in the last year.
- Procedures for identifying and assisting disabled veterans.
- Problems in serving disabled veterans.
- How services to disabled veterans are evaluated by local office veterans employment representative and by state veterans employment representative and administrators of the state employment system.
- Dealings between the employment services and the Veterans Administration.

At each office we requested the records of disabled veterans who has been counseled within the last six months or so, selecting two or three cases of severely disabled Vietnam-era veterans. In a discussion with their counselors, we clarified what was done to assist each veteran and explored the difficulties in providing him with optimal employment help.

At each Veterans Assistance Center we met with the chief and the veterans rehabilitation specialists and counselors for one to two hours to discuss disabled veteran employment, focusing on VA State Employment Service interaction. These discussions covered:

- State Employment Service as a source of referrals to the VA's Vocational Rehabilitation Program.
- Obtaining employment for those in the VAVR program and those completing the program.
- On-the-job training and the involvement of the State Employment Service.
- Procedures for exchanging information between the two agencies.

STUDY OF OUTSTANDING PROGRAMS

Ten outstanding programs for assisting employment of disabled veterans or handicapped workers were studied, with special emphasis on learning about problems and achievements in providing employment for the severely disabled. The programs, which were selected from a list prepared by members of the President's Committee for the Employment of the Handicapped, represented a diversity of employers and approaches. They included eight private employers, one public employer, and a VA hospital program dealing with employers. The private employers, by type of industry, included: three in manufacturing and one each in retail trade, communication, protective services, recreational services, and banking. Three of these programs were centered on disabled veterans; the others were for handicapped workers in general.

Information was gathered by interviewing program administrators and others involved with the program, including participants; by observing program facilities and equipment, and by studying written materials on the program such as program guidelines and descriptions. For the private employers, a semi-structured interview (the same one used in the study of employers) was conducted with the personnel director. The research team spent from two to six hours visiting each program.

STUDY OF NATIONAL VETERANS ORGANIZATIONS

Five national veterans organizations were studied: Disabled American Veterans, Concerned Veterans, American Legion, Blinded Veterans, and Paralyzed Veterans. One or more representatives of each organization were interviewed in depth. Subjects covered included:

- Nature of the organization (purposes, structure, history, etc.).
- Organization programs regarding employment of disabled veterans.
- Major problems in employment of disabled veterans as seen by the organization's representatives and action recommended to solve these problems.

Publications, letters, memos, and speeches explaining each organization and its programs were collected for study. Congressional hearings in which veterans organizations made presentations were also examined.

LIMITATIONS AND STRENGTHS OF DATA-COLLECTION METHODS

The reader should keep the following limitations and strengths of our data-collection methods in mind while reviewing the results.

The interviews with employment service personnel, Veterans Administration staff members, and employers do not provide a sound basis for formal population estimates, that is, we cannot generalize from these interviews to what all such persons think or do regarding disabled veterans. Our samples of employers, employment service offices, and USVACs were purposive, nonprobability samples constructed to achieve certain kinds of diversity. These interviews do, however, illustrate in depth the practices and points of view of Employment Service and VA staff members and employers regarding disabled veteran employment.

In general, the individuals interviewed were cooperative and candid. Many Employment Service and VA staff members and personnel directors offered criticism and suggestions on the practices of their own organizations in dealing with the employment of disabled veterans. In every public employment office we visited, all needed records were made available for our inspection and all personnel were available for interview at our request. In each USVAC we were able to question VA staff members freely and we found that the Chief had arranged that various staff members concerned with aspects of the employment of disabled veterans be available during our visit.

The personnel directors interviewed generally gave detailed and full responses. The directors of the 10 outstanding programs were especially generous with their time and that of their staffs and provided us with every available means to understanding the operation of their program. There were few exceptions to the candor and helpfulness that pervaded the interviews. Occasional vague answers were given to questions about Employment Service and VA interaction, and a few employers seemed evasive when asked about discrimination in hiring the disabled.

The returns from the questionnaire on disabled workers mailed to St. Louis area employers do not provide a sound basis for generalizing about the opinions of employers—even St. Louis employers. The response rate was only 13% and it is likely that major biases were operating. We suspect that those who are negative about employing handicapped workers failed to respond, as well as most of those lacking experience with handicapped workers.

The mail survey of disabled veterans does provide an adequate basis for generalizing about the population of Vietnam-era disabled veterans for the following reasons:

(1) The initial sample was a probability sample (stratified random) of the disabled Vietnam-era veteran population.

(2) The more severely disabled veterans were sampled at a much higher rate than the less severely disabled, in order to provide sufficient cases for certain analyses of employment of the severely disabled. The disproportionate sampling, however, causes no

difficulty in making valid estimates of the disabled veteran population. The weights used in making population estimates are explained in the next section of this chapter.

(3) The return rate of 57% can be considered fairly good. A survey of disabled veteran employment conducted by the National Alliance of Businessmen is reported to have a response rate of about 40%. This was a mail survey requesting the disabled veteran to check answers to five questions concerning his employment.

(4) The incidence of careless responding among the respondents to our mail survey was found to be low. Only .5% of the completed returns had to be discarded because of critical missing data.

(5) The telephone interviews with nonrespondents did not disclose any widespread resentment of the survey. The refusal rate for these telephone interviews was only 5%.

(6) Survey respondents and nonrespondents were found to be very similar on several characteristics about which information exists for all veterans in the initial sample. Comparison of the initial sample with the usable questionnaire returns on VA-supplied information (Table II-3 to II-5) discloses that the survey respondents and nonrespondents are very similar in age, year of release from military service, and diagnostic category. Differences are that respondents tend to be slightly older (Table II-4) and those with mental disorders are slightly underrepresented at the highest severity ratings (Table II-5).

For assessing possible biases in our survey the VA rating of "unemployable" is particularly useful. The VA gives this rating to those rated 60% to 90% " . . . when the disabled person is, in the judgement of the rating agency, unable to secure or follow a substantially gainful occupation as a result of his service-connected disabilities" (1, p. 222); those veterans classified as "unemployable" are then compensated as if they were totally disabled. Respondents are very close to the initial sample in "employability," that is, for those with a combined disability rating of 60%, 19% of the respondents are "unemployable" compared to 20% for the initial sample. For those rated 70-90%, 36% of the respondents are "unemployable" vs 39% of the initial sample. Finally, examination of return rates according to combined disability (Table II-2) demonstrates that respondents and nonrespondents do not differ in severity of disability.

In addition to the mail survey of disabled veterans, depth interviews were conducted with several severely disabled veterans. Individual case studies of this kind are helpful for illustrating the complexities of the individual veteran's employment situation.

COMPOSITION OF DISABLED VETERAN SAMPLE AND POPULATION, AND WEIGHTS FOR POPULATION ESTIMATES

In drawing the sample of male disabled Vietnam-era veterans from the VA compensation and pension file, the population of veterans released from active duty August 5, 1964 or later and receiving VA compensation for service-connected disability was divided into the eight strata defined by the VA's combined disability rating. A random sample was drawn from each stratum, with the strata representing more severe disabilities sampled at a higher rate than the lower disability strata (Table II-6). This disproportionate sampling was necessary to provide sufficient cases for special analyses of the more severely disabled veterans.

In making estimates for the entire Vietnam-era disabled veteran population, each case had to be weighted according to disability stratum to adjust for the disproportionate sampling. These weights, together with the weighted and unweighted number of cases for each disability rating group, are shown in Table III-1.

Table II-3

Mean Years Since Release From Active Duty,[a] By Combined Disability Rating, For Initial Sample and Usable Returns

Combined Disability Rating (Percent)	Initial Sample	Usable Returns
10	3.9	3.9
20	3.7	3.6
30	3.9	4.0
40	3.9	3.9
50	3.8	3.7
60	4.1	4.1
70-90	4.1	4.1
100	3.8	3.7

[a] Computed by subtracting the mean year of release from active duty (provided on the VA data tape) from 1973.

Table II-4

Mean Age,[a] by Combined Disability Rating, For Initial Sample and Usable Returns

Combined Disability Rating (Percent)	Initial Sample	Usable Returns
10	29.3	30.2
20	31.5	32.1
30	31.3	32.1
40	33.5	34.2
50	30.8	31.2
60	32.9	33.0
70-90	31.3	31.6
100	30.3	30.4

[a] Computed by subtracting the mean year of birth for each group from 1973.

The survey returns are weighted to project the results to the population of Vietnam-era veterans receiving VA compensation as of July 1973. Tables and figures throughout the report give projected percentages obtained with these weights. Each table containing projected percentages (except for tables dealing with the total sample) gives the unweighted number of cases for the group for which each percentage was calculated. For example, a table giving the projected percentage of young, severely disabled workers earning various hourly rates will also show the actual, unweighted total number of young,

Table II-5

Diagnostic Categories, by Combined Disability Rating, for Initial Sample and Usable Returns

(Percent)

Combined Disability Rating	Musculo-skeletal System	Organs of Special Sense	Systemic Conditions	Respiratory System	Cardio-vascular System	Digestive System	Genito-urinary System	Hamic and Lymphatic Systems	Skin Diseases	Endocrine System	Neuro-logical Conditions and Convulsive Disorders	Mental Disorders	Dental and Oral Conditions
10% Disability													
Initial Sample	48	5	< .5	5	4	7	2	---	14	2	4	8	< .5
Usable Returns	49	6	< .5	4	5	6	2	---	14	3	4	6	< .5
20% Disability													
Initial Sample	62	5	< .5	3	6	8	2	---	5	4	4	2	< .5
Usable Returns	61	5	< .5	3	6	7	2	---	5	5	4	2	< .5
30% Disability													
Initial Samole	38	5	< .5	6	7	5	3	2	7	1	6	18	< .5
Usable Returns	41	5	< .5	6	7	5	3	2	7	2	7	15	< .5
40% Disability													
Initial Sample	51	7	---	5	8	5	2	2	4	3	6	6	< .5
Usable Returns	51	7	---	5	10	5	2	3	4	3	5	5	< .5
50% Disability													
Initial Sample	38	5	< .5	6	4	3	1	2	3	< .5	8	30	< .5
Usable Returns	41	5	< .5	5	4	3	1	2	2	< .5	9	26	< .5
60% Disability													
Initial Sample	43	4	< .5	6	16	4	2	2	2	2	12	7	< .5
Usable Returns	44	4	< .5	5	16	4	2	2	2	2	12	6	< .5
70-90% Disability													
Initial Sample	35	5	< .5	2	10	2	1	1	1	1	16	25	< .5
Usable Returns	38	6	< .5	2	11	2	1	1	1	1	18	19	< .5
100% Disability													
Initial Sample	51	5	1	10	5	8	6	6	2	2	3	1	< .5
Usable Returns	53	5	1	7	6	9	6	6	1	2	3	2	---

Table II-6

Composition of Sample and Population, by Disability Strata[a]

Disability Stratum	Weight	Weighted and Unweighted Composition			
		Number in Sample	Weighted Frequency	Proportion in Sample	Proportion in Population
10%	3.319	981	3250.0	.1251	.4146
20%	1.171	1138	1332.6	.1452	.1696
30%	.971	1092	1060.3	.1393	.1351
40%	.654	973	636.3	.1241	.0810
50%	.493	902	444.7	.1150	.0568
60%	.402	938	377.1	.1200	.0482
70-90%	.525	985	517.1	.1257	.0664
100%	.268	828	221.9	.1056	.0283
Total		7838	7846.0	1.005	

[a] Strata are based on combined disability ratings.

severely disabled workers in the sample. The unweighted number of cases will permit the reader to assess the sampling variability of the various results.

Methods of determining confidence intervals for percentages are described in Appendix E. Such intervals are most readily determined with formulas assuming simple random sampling and an infinite population size. In Appendix E we examine how adequately confidence intervals calculated with these simple formulas approximate confidence intervals based on more complex formulas that take into account all details of the stratified random sampling plan actually used. Also, we provide a guide for estimating standard errors for the disabled veteran survey results.

Chapter III

CHARACTERISTICS OF DISABLED VETERANS AS THEY RELATE TO EMPLOYMENT AND TRAINING

Findings on the employment and training of disabled Vietnam-era veterans—including unemployment rate, participation in the labor force, type of training, kind of job and pay rate, job satisfaction, and future job goals—are presented in this chapter. The impact of severity and type of disability on employment is examined. The employment situation for groups of disabled veterans differing in age, race, education, and marital status is explored, and the effects of severity of disability on employment for each group are described. The association of past counseling and training to current employment status is examined.

As noted in Chapter II, percentages shown have been extrapolated from the survey sample data and weighted according to the composition and size of the Veterans Administration compensation and pension file, as of July 1973, for Vietnam-era veterans with service-connected disabilities.

UNEMPLOYMENT AND PARTICIPATION IN THE LABOR FORCE

Participation of disabled Vietnam-era veterans in the labor force is described in Table III-1, which shows that 88.6% of these veterans are estimated to be in the labor force, most of them working and the rest unemployed. ("Unemployed" means the individual is currently looking for work, able to accept work within one month, and neither employed nor in school or training. Jobless men in training or school were classified "not in the labor force" even if they stated they were looking for work.)

Comparing our statistics for labor force participation with those furnished by the Bureau of Labor Statistics (BLS) for 911 Vietnam-era veterans shows that *disabled* Vietnam-era veterans are more likely to be out of the labor force than Vietnam-era veterans in general (14). Specifically, at the time of our survey, 16% of the disabled Vietnam-era veterans were not in the labor force as compared to about 6% of the Vietnam-era veterans in general. While our definitions of labor force participation groups, such as "unemployed," generally agree with BLS definitions, there are several differences between the kinds of data we used in making our estimates of labor force participation and the data collected by BLS. Strictly speaking, therefore, our data and BLS data are not comparable. Detailed definitions of various labor force participation groups are compared with BLS definitions in Appendix F.

The unemployment rate for disabled Vietnam-era veterans during the survey period was 11.4% compared to an unemployment rate of 6.1% (not seasonally adjusted) reported by BLS for Vietnam-era veterans in general. ("Unemployment rate" means the percent of the labor force participants who are unemployed.)

Of the disabled veterans who are not participants in the labor force, about half are in school or training. For the remainder (those not employed or in training and not looking for work), we distinguish between those who have stopped looking for work (39% of the nonparticipants in the labor force) and those who have never attempted to find employment after leaving military service (12% of the nonparticipants.)

Table III-1

Employment Groups for Disabled Vietnam-Era Veterans[a]

(Projected Percentage)[b]

Employment Group	Total	Labor Force Participants	Labor Force Nonparticipants	Unweighted N
Currently Employed	74.3	88.6		5009
Not Employed or Not in Training, Looking for Work[c]				
12 Weeks or Less	6.2	7.5		465
Over 12 Weeks	3.3	3.9		302
In Training, No Job	7.8		48.3	834
Not Employed or in Training, No Longer Looking for Work	6.3		39.2	796
Not Employed or Not in Training, Have Not Looked for Work Since Leaving Service	2.0		12.5	322

[a] For entire sample of Vietnam-era veterans with service-connected disabilities who could be classified into employment groups on the basis of their questionnaire responses. About 1% of the sample could not be classified into an employment group because of missing responses.

[b] Percentages in this and many other tables are extrapolated from the survey sample data and weighted according to the composition and size of the Veterans Administration compensation and pension file, as of July 1973, for Vietnam-era veterans with service-connected disabilities. The procedure is described in detail in Chapter II.

[c] Able to accept suitable work.

TYPICAL VIETNAM-ERA DISABLED VETERANS

Among disabled Vietnam-era veterans, the employment situation of the young man usually differs in many ways from the job prospects and problems of the older veteran. Some of these differences are illustrated in these cases of two disabled Vietnam-era veterans.

A TYPICAL YOUNG VETERAN

Mr. GW, age 23, was discharged from the Army two years ago and was given a VA disability rating of 50% for an anxiety reaction. He served in Vietnam as a medic and now aspires to be a physician. He has been to the VA for vocational testing and counseling and he is now attending a college preparatory school. His work experience prior to joining the Army consisted of various odd jobs. Since leaving the service he has worked as a bundle boy in a clothing factory and for the U.S. Postal Service as a mail clerk for a short time.

A TYPICAL OLDER VETERAN

Mr. AB, age 46, was discharged in 1972 from the Air Force, where he was a senior noncommissioned officer doing administrative work. He has a current VA disability rating of 100% for testicular cancer. His physician believes the cancer is cured. However, because of this disease he has some difficulty in working overtime, in standing for long periods of time, and in lifting. He has not been able to find a civilian job which utilizes his years of administrative experience. Employers often claim that his Air Force administrative experience is not very relevant to their organization, and he finds that he is in competition with young men with college degrees. (He is a high school graduate.) He devoted considerable effort to locating a Civil Service position but failed. He was offered a position of manager of a large clerical department in an insurance company but the salary mentioned was very low. Mr. AB thinks he was offered this low salary because he is a retired and disabled military man. Several personnel men said they would have hired him if it hadn't been for his history of cancer, their reasoning being that his history of cancer means high risk of extensive medical treatment and sick leave. Mr. AB eventually found a position as salesman in a fashionable mens' clothing store. He likes this work but hopes to get into personnel management. He gave some consideration to going back to school but was generally discouraged in doing so because of his age.

PUBLIC'S IMAGE OF THE VIETNAM-ERA DISABLED VETERAN

The Vietnam-era disabled veteran was pictured in a recent advertisement promoting the hiring of disabled veterans as a young man in a wheelchair, and for many people this is the image of the disabled Veteran-era veteran. Neither of the two veterans described above fits this picture, yet they are typical Vietnam-era disabled veterans. Many of the young disabled veterans have neuropsychiatric disorders, like Mr. GW. One disabled Vietnam-era veteran in seven is over 45, like Mr. AB, and among this older group, disabilities other than neuropsychiatric or orthopedic are quite common. Most of the younger veterans, like Mr. GW, lack training and job experience which would qualify them for a "good" job. A letter from a 25-year-old veteran with a high school education said: "If you look hard enough, you can find a job of some kind. Perhaps pumping gas, or working on a garbage truck for maybe $1.75 per hour or if you are lucky $2.00 per hour . . . A single man living with his parents could scratch by on these wages, . . . but for a married man with children FORGET IT . . . Of course the answer to this problem is to better your education and get a job that pays decent."

For many, their military job experience is even less relevant to civilian jobs than the medical technician work of Mr. GW. The older veteran, like Mr. AB, has the problem of relating his extensive military work experience to civilian jobs. He may face discrimination because of age and his status as "retired military." A letter from a 50-year-old veteran with a high school education said: "I found out by talking to different employers after I stated that I was retired from the service and receiving a monthly check, that they wanted the benefit of my experience and knowledge but did not wish to pay me for them. Each made the statement that being retired I didn't need much pay and that I could get by with less."

Next we compare the group of younger disabled veterans to the groups of older disabled veterans in employment and training characteristics, such as employment rate, type of job and rate of pay, participation in training, and future job goals.

AGE DIFFERENCES

Employment and training characteristics related to the age of disabled veterans are compiled in Table III-2. Statistics on age and severity of disability concerning disabled Vietnam-era veteran employment and training are given in Tables III-3 to III-13 and Figures III-1 and III-2.

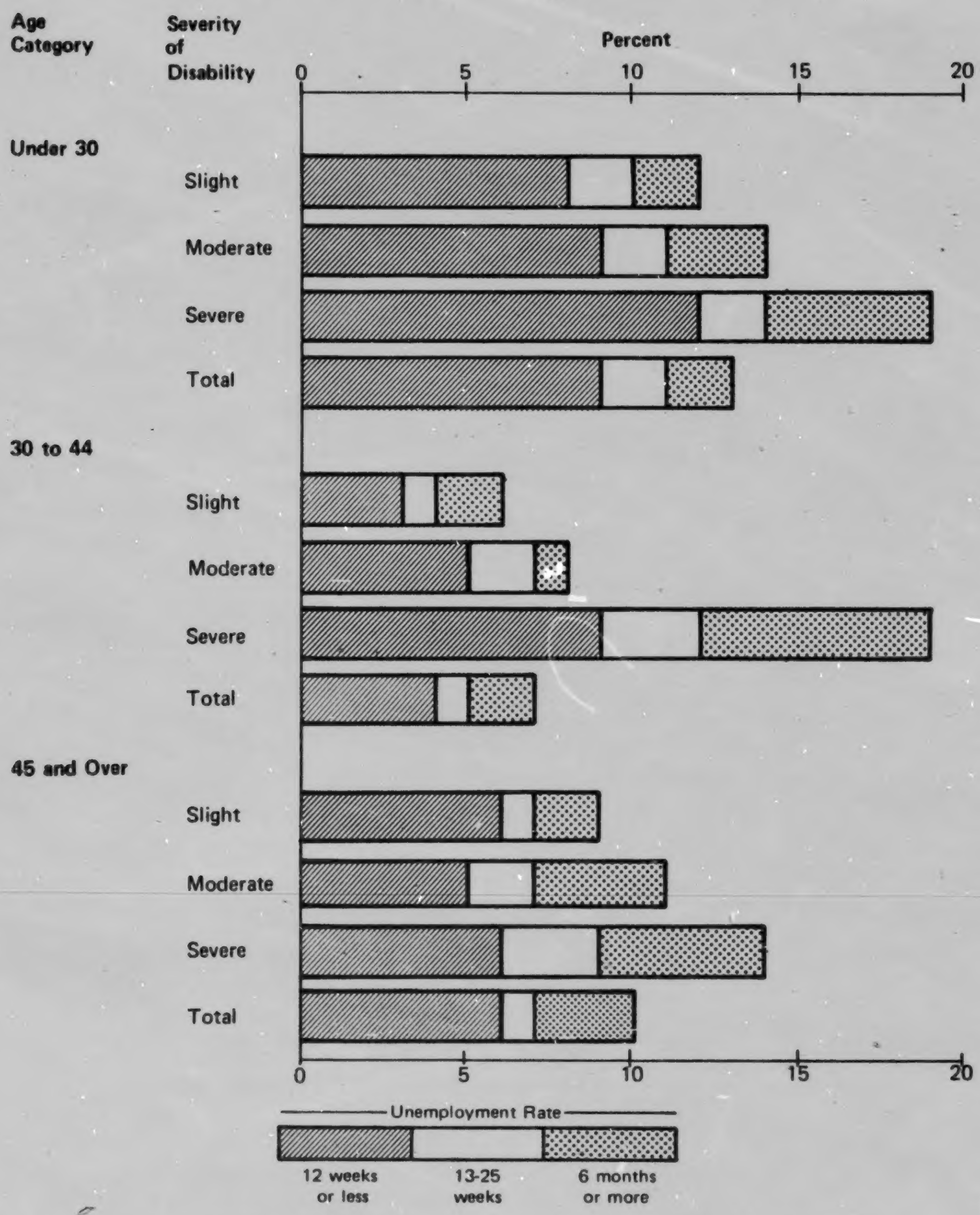
Table III-2

Employment and Training Characteristics Related to Age of Disabled Veterans

Characteristic	Group	Percent With Characteristic Age: Under 30	Age: 30-44	Age: 45 or over	Table or Figure
Unemployed	Labor Force Participants	13	7	10	Figure III-1
Looking for Work More Than 12 Weeks	Unemployed	37	57	61	Figure III-1
Have Not Looked for Work Since Leaving Service	All	1	2	7	Table III-4
Labor Force Participant	All	84	88	74	Table III-4 Figure III-1
Currently in Training	All	21	14	10	Table III-5
Have Taken Post-Service Training	All	68	56	39	Table III-6
Took On-the-Job Training Post Service	Had Any Post-Service Training	25	23	15	Table III-6
Working for $2.50 per Hour, or Less, Longest '73 Job	Employed in 1973	23	19	16	Table III-7
Working in White-Collar Job, Longest '73 Job	Employed in 1973	36	50	64	Table III-8
In Professional, Technical, or Managerial Job, Longest '73 Job	White-Collar Worker, Longest '73 Job	42	41	52	Table III-8
Non Farm Labor Job, Longest '73 Job	Non-White-Collar Worker, Longest '73 Job	19	11	10	Table III-9
Feel Job Uses Previous Training and Experience "A Lot"	Employed in 1973	25	36	48	Table III-12
Working for Public Employer	Employed in 1973	20	30	47	Table III-11
Do Not Know What Specific Job They Would Like to Have Five Years From Now	Not Looking for Work; Not in Training	44	33	22	Table III-12
Main Reason for Not Seeking Job: Do Not Want a Job	No Job and Not Looking for Work	2	2	12	Table III-13
Main Reason for Not Seeking a Job: Too Sick or Disabled	No Job and Not Looking for Work	14	35	33	Table III-13

Rate and Duration of Unemployment,[a] By Age and Severity of Disability[b,c]

(Projected Percentage)



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[a] The unemployment rate is the percent of those in the labor force who are unemployed. "Unemployed" means out of work and looking for a job now, could start work within one month if offered a suitable job, not in training or school. The "labor force" consists of all those with jobs plus those unemployed.

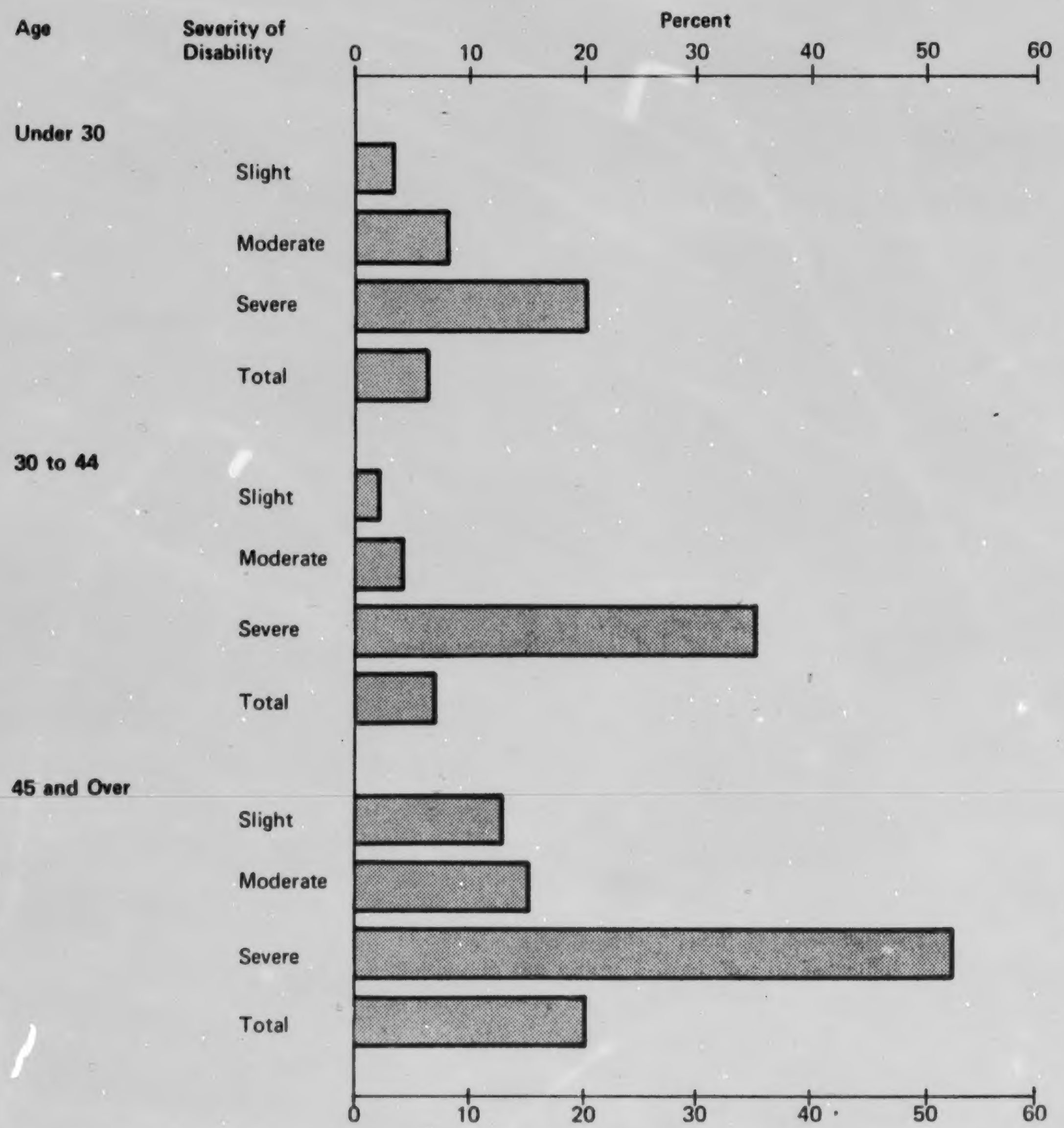
[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

[c] Data on which this figure is based are presented in Appendix Table A-III-1.

Figure III-1

Veterans Who Are Neither in the Labor Force[a] Nor in Training, By Age and Severity of Disability:[b] Total Sample

(Projected Percentage)



[a] From Table III-4. Derived by combining the percentage of those who are "No longer looking for work" with those who "Haven't looked since leaving service."

[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

Figure III-2

When the young disabled veterans are compared to the older veterans in labor force participation, the survey shows that a higher proportion of the young veterans are in the labor force and more have looked for work since leaving service. Moreover, fewer of those with no job give as their reason for not looking for work that they do not want a job now. The young disabled veterans have a higher unemployment rate than older veterans. (This is true for veterans in general.) The older unemployed veteran, however, has been looking for work for a longer time than the younger veteran.

A lower proportion of young veterans than older veterans are in white-collar jobs, and those in white-collar jobs are less likely to be in professional, technical, or administrative work. Also, a lower proportion are working for public employers. Young veterans tend to be working for lower pay, and fewer feel that their present job uses their past experience and training.

A higher proportion of young veterans than older veterans have taken post-service training or attended school; more young veterans are currently in training or going to school; and young veterans more often take on-the-job training.

Among those disabled veterans who are unemployed and not looking for work, the young veteran is more likely to be able to state a specific long-range job goal.

In summary, for labor force participants the older veteran tends to be in a more favorable position in type of job and pay rate, presumably because of his greater experience and job skills. The older veterans are more often white-collar workers for public employers. For those out of work and looking for a job, however, the older veteran is more likely to be long-term unemployed. For the labor force nonparticipants, a much higher proportion of the older veterans seem to have retired with no prospects of, or preparation for, future employment. The older veterans are also less likely to be in training or in school.

In addition to these differences in employment characteristics between the older and younger disabled veterans, there are distinct differences in types of disability.[1] The majority of veterans under 30 have either an orthopedic or a neuropsychiatric diagnostic category for their major disability, while the over-30 veterans have other major diagnostic categories, such as damage to circulatory, respiratory, or digestive systems.

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[1] See Table III-33, p. 66.

Table III-3

Employment Groups,[a] by Age and Severity of Disability:[b] Total Sample

(Projected Percentage)

Age/Severity of Disability	Labor Force Participants				Labor Force Nonparticipants				Unweighted N
	Employed Now	Unemployed 12 Weeks or Less	Unemployed More Than 12 Weeks	Total	No Job – in School or Training	No Longer Looking for Work	Haven't Looked for Work Since Leaving Service	Total	
Under 30									
Slight	80	8	3	91	7	2	< .5	9	1377
Moderate	71	7	4	82	10	7	< .5	17	1814
Severe	50	7	5	62	19	14	6	39	1743
Total	74	7	3	84	9	5	1	15	4934
30-44									
Slight	90	3	2	95	3	1	< .5	4	437
Moderate	82	5	3	90	6	4	< .5	10	589
Severe	42	5	5	52	12	24	12	48	551
Total	81	4	3	88	5	5	2	12	1577
45 and Over									
Slight	75	5	2	82	5	9	4	18	286
Moderate	72	4	4	80	6	8	7	21	519
Severe	31	2	3	36	10	37	16	63	409
Total	67	4	3	74	6	13	7	26	1214

[a] Based on responses to the questions: "Since you left the service, have you looked for a job?"; "Do you have a job at present?"; "Are you now looking for work?"; "Mark your one main reason for not looking for work." "How many weeks have you been out of work and looking for a job?" "If you were offered the kind of job you want, would you be able to start work in one month or less?" See Appendix F for further details on definition of employment groups.

[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

Table III-4

Employment Status of Trainees,[a] by Age and Severity of Disability:[b] Veterans Currently in School or Training

(Projected Percentage)

Age/Severity of Disability	Percent of Veterans in Training	Percent of Trainees		Unweighted N
		Working	Not Working	
Under 30				
Slight	20	70	30	88
Moderate	21	52	48	191
Severe	25	24	76	347
Total	21	57	43	626
30 to 44				
Slight	14	86	14	11
Moderate	13	54	46	39
Severe	16	25	75	70
Total	14	67	33	120
45 and Over				
Slight	10	54	46	13
Moderate	9	40	60	31
Severe	12	9	91	44
Total	10	40	60	88

[a] Based on responses: "No, I am still in school or training" to question: "Did you complete education or training that was planned?"; and response to question: "Do you have a job at present?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table III-5

Type of Post-Service Training,[a] By Age and Severity of Disability:[b] Veterans Reporting Some Type of Post-Service Training

(Projected Percentage)

Age/Severity of Disability	Total Reporting Some Type of Post-Service Training	Type of Post-Service Training Reported					Unweighted N
		On The Job	Vocational/ Technical	High School or GED	College	Other	
Under 30							
Slight	68	29	27	5	53	9	933
Moderate	67	19	28	8	52	11	1233
Severe	68	16	31	11	55	9	1181
Total	68	25	28	7	53	10	3347
30 to 44							
Slight	57	26	25	1	48	19	244
Moderate	53	18	33	3	47	15	321
Severe	56	18	38	9	44	13	306
Total	56	23	29	3	47	17	871
45 and Over							
Slight	39	12	27	3	58	22	116
Moderate	40	21	34	3	41	21	208
Severe	38	11	44	8	36	14	159
Total	39	15	32	4	49	20	483

[a] Based on responses to the question: "After your Armed Forces service, what kind of schooling or training did you receive?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table III-6

Hourly Pay,[a] By Age and Severity of Disability:[b] Veterans Reporting Longest Held Job in 1973

(Projected Percentage)

Age/Severity of Disability	Hourly Pay							Unweighted N
	$2.00 or Less	$2.50	$3.00	$3.50	$4.00	$5.00	$6.00 or More	
Under 30								
Slight	10	10	13	14	22	19	12	1290
Moderate	15	13	14	13	21	16	8	1540
Severe	18	15	15	13	19	13	6	1060
Total	12	11	14	14	21	17	11	3890
30-44								
Slight	8	8	11	10	21	20	22	410
Moderate	12	11	12	11	21	16	18	510
Severe	17	15	13	13	18	12	11	284
Total	10	9	11	11	21	18	20	1204
45 and Over								
Slight	7	7	9	11	20	14	32	239
Moderate	7	11	11	14	16	16	25	400
Severe	17	9	12	10	16	12	23	165
Total	8	8	10	12	18	14	29	804

[a] Based on responses to the question: "About how much did you earn per hour on this job?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table III-7

Distribution of White-Collar Occupations,[a] By Age and Severity of Disability:[b] Veterans Reporting White-Collar Job as Longest Held in 1973

(Projected Percentage)

Age/Severity of Disability	Veterans Reporting White-Collar Job in 1973	White-Collar Occupations				Unweighted N
		Professional and Technical	Adminis-trative and Managerial	Sales	Clerical	
Under 30						
Slight	37	27	18	21	35	463
Moderate	34	24	13	25	38	523
Severe	41	23	11	20	46	451
Total	36	26	16	22	37	1437
30 to 44						
Slight	52	34	20	17	28	207
Moderate	47	28	20	20	32	242
Severe	45	25	10	20	44	130
Total	50	32	19	18	30	579
45 and Over						
Slight	67	35	16	19	29	150
Moderate	60	29	25	15	32	237
Severe	57	27	20	25	28	94
Total	64	32	20	18	30	481

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[a] Based on content analysis of question 22: "What kind of work were you doing?"

[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

Table III-8

Distribution of Non-White-Collar Occupations,[a] By Age and Severity of Disability:[b] Veterans Reporting Non-White-Collar Job as Longest Held in 1973

(Projected Percentage)

Age/Severity of Disability	Percent Non-White-Collar Workers Among Those Reporting 1973 Job	Non-White-Collar Occupations					Unweighted N
		Crafts	Operative	Non-Farm Labor	Service	Farm	
Under 30							
Slight	63	37	31	19	13	1	827
Moderate	66	31	32	20	16	1	1025
Severe	59	28	31	22	16	3	612
Total	63	34	31	19	14	1	2464
30 to 44							
Slight	48	40	27	11	20	2	203
Moderate	53	38	34	9	16	2	276
Severe	55	34	25	16	23	2	154
Total	50	39	29	11	19	2	633
45 and Over							
Slight	33	46	17	5	27	4	89
Moderate	40	28	21	17	32	2	163
Severe	42	27	22	13	34	4	71
Total	32	38	19	10	30	4	323

[a] Based on responses to the question: "What kind of work were you doing?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table III-9

Longest Part-Time or Full-Time Employment[a] in 1973, By Age and Severity of Disability:[b] Veterans Reporting Longest Held Job in 1973

(Projected Percentage)

Age/Severity of Disability	Employed Part Time	Employed Full Time	Unweighted N
Under 30			
Slight	8	92	1290
Moderate	10	90	1548
Severe	15	85	1063
Total	9	91	3901
30-44			
Slight	7	93	410
Moderate	9	91	518
Severe	15	85	284
Total	8	92	1212
45 and Over			
Slight	10	90	239
Moderate	10	90	400
Severe	23	77	165
Total	11	89	804

[a] Based on responses to the question: "How many hours did you usually work every week on this job, excluding overtime?"

[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

Table III-10

Type of Employer,[a] By Veteran's Age and Severity of Disability:[b] Veterans Reporting Longest Held Job in 1973

(Projected Percentage)

Age/Severity of Disability	Private	Federal Government	State or Local Government	Self-Employed	Family Business	Unweighted N
Under 30						
Slight	75	10	9	4	2	1290
Moderate	75	9	10	4	2	1548
Severe	73	10	11	3	3	1063
Total	75	10	10	4	3	3901
30 to 44						
Slight	63	13	17	6	1	410
Moderate	63	17	11	7	3	518
Severe	60	20	13	6	2	284
Total	63	15	15	6	2	1212
45 and Over						
Slight	45	30	18	6	1	239
Moderate	48	26	18	7	<.5	400
Severe	43	24	21	12	2	165
Total	46	28	19	7	1	804

[a] Based on responses to the question: "Were you: An employee of a private company or individual? Federal Government employee? State or local government employee? Self-employed? Working in family business or farm?"

[b] Severity of disability: Slight=10-20% combined disability rating: moderate=30-50%; severe=60-100%.

Table III-11

Extent Job Utilized Previous Training and Experience,[a] By Age and Severity of Disability:[b] Veterans Reporting Longest Held Job in 1973

(Projected Percentage)

Age/Severity of Disability	A Lot	Some	A Little	Not At All	Unweighted N
Under 30					
Slight	26	17	12	45	1290
Moderate	24	16	11	50	1548
Severe	25	15	13	47	1063
Total	25	16	12	47	3901
30 to 44					
Slight	36	21	12	32	410
Moderate	39	14	11	36	518
Severe	29	24	12	36	284
Total	36	19	12	33	1212
45 and Over					
Slight	50	16	8	27	239
Moderate	46	21	9	25	400
Severe	47	12	11	30	165
Total	48	17	8	26	804

[a] Based on responses to the question: "How much did this job use your previous training and job experience?"

[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

Table III-12

Veterans Reporting Definite Job Goal at End of Five Years,[a] By Age and Severity of Disability[b] for Each Employment Group: Total Sample

(Projected Percentage and Unweighted Ns)

Age/Severity of Disability		Employed	Unemployed 12 Weeks or Less	Unemployed More Than 12 Weeks	No Job; in School or Training	Not Looking for Work
				Severity Totals, Under 30 Years of Age		
Severity of Disability						
Slight	%	70	64	62	80	59
	N	(1103)	(99)	(46)	(88)	(41)
Moderate	%	66	68	65	78	45
	N	(1270)	(127)	(77)	(191)	(149)
Severe	%	66	62	57	74	34
	N	(832)	(121)	(79)	(347)	(364)
				Age Totals		
Age Category						
Under 30	%	69	65	62	78	44
	N	(3205)	(347)	(202)	(626)	(554)
30-44	%	71	58	79	75	33
	N	(1086)	(74)	(59)	(120)	(238)
45 and Over	%	72	58	62	73	22
	N	(716)	(44)	(41)	(88)	(325)
				Severity Totals, All Ages		
Severity of Disability						
Slight	%	71	62	64	79	46
	N	(1703)	(131)	(63)	(112)	(91)
Moderate	%	68	65	69	79	39
	N	(2110)	(178)	(118)	(261)	(255)
Severe	%	66	63	62	72	26
	N	(1194)	(156)	(121)	(461)	(771)

[a] Based on responses to the question: "Have you decided what job you would like to have five years from now?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table III-13

Main Reason for Not Looking for Work,[a] by Age and Severity of Disability:[b] Veterans Not in the Labor Force

(Projected Percentage)

Age/Severity of Disability	Reason for Not Looking for Work								Unweighted N
	In School or Training	In the Hospital	Too Sick or Disabled	Gave Up Looking	Would Lose Disability Pay	Don't Want a Job	Other	No Answer	
Under 30									
Slight	63	6	6	10	---	---	10	5	126
Moderate	45	3	12	17	2	3	12	6	340
Severe	40	3	22	8	8	3	10	5	755
Total	48	4	14	11	4	2	11	6	1221
30 to 44									
Slight	29	9	7	19	---	---	35	---	22
Moderate	44	---	28	12	1	1	8	6	70
Severe	21	4	47	5	6	3	5	10	266
Total	28	4	35	10	3	2	11	7	358
45 and Over									
Slight	20	3	13	8	1	13	25	17	52
Moderate	18	2	17	6	1	19	27	8	106
Severe	12	3	60	6	4	4	4	7	255
Total	16	3	33	7	2	12	18	10	413

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[a] Based on responses to the question: "Mark your one main reason for not looking for work."

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

EFFECTS OF SEVERITY OF DISABILITY

This section looks at the effects of severity of disability on the training and employment of each age group. For veterans under 30 years of age, the employment or training statistics that show a clear relationship to severity of disability (where severity of disability is measured by combined disability rating) are listed in Table III-14, which is compiled from the data in Tables III-3 to III-13 and Figures III-1 and III-2.

COMPARISON OF EMPLOYMENT PROBLEMS

Comparing the young, severely disabled Vietnam-era veteran to the young, slightly disabled veteran, we see that the men with the high disability ratings have more difficulty in finding work (unemployment rate of 19% versus 12%, and rate of those unemployed over 6 months 5% versus 27%). One in five of the severely disabled young veterans is neither working nor in training (or school) nor looking for work; one in fifty of the slightly disabled is in this category. Among those veterans who are out of the labor force and not in any school or training, the severely disabled generally lack future job goals. Only one in three of the severely disabled veterans in this employment group can specify a job he would like to have five years from now.

The severely disabled young men who *are* working are working for lower pay than the slightly disabled. The severely disabled are more frequently employed in the lower level jobs. If they are white-collar workers, they are less likely than the slightly disabled to be in professional, technical, and managerial work; if non-white-collar workers, they are less likely to be craftsmen. The severely disabled man is more often a part-time worker.

TRAINING IN RELATION TO SEVERITY

Looking at training or schooling in relation to severity we see that the severely disabled young man is somewhat more likely to be in training than the slightly disabled (25% compared to 20%). The severely disabled trainee, in contrast to the slightly disabled, is usually not working. He is more likely to be in a high school training program, rather than an on-the-job-training program.

Some of the reasons among the young jobless veterans for not looking for work are related to extent of disability. As would be expected, a higher proportion of the severely disabled cite as their main reason for not seeking work the fact that they are too sick or disabled. Some disabled veterans indicate they are deterred from seeking work by a fear that their disability payment could be reduced if they are employed.

Among the young disabled veterans, there are several indications of more profound employment disadvantages for those more severely disabled. They tend to have greater difficulty in finding work, they work for lower pay, and have less skilled jobs. A high proportion are not in the labor force, or in training, and have no definite goals for any future employment.

Does severity of disability tend to have the same impact on employment for older veterans? Data in Tables III-3 to III-13 indicate these effects of severity of disability are found for these older age groups, although there are differences. For the age group 45 and older, one out of six has not looked for work of any kind since leaving the military service (Table III-3). For the severely disabled man in the oldest group, self-employment is an alternative pursued by one out of eight (Table III-10).

Table III-14

Employment and Training Characteristics Related to Severity of Disability:[a] Veterans Under 30 Years of Age

Characteristics	Group	Percent With Characteristic			Table or Figure
		Slight Disability	Moderate Disability	Severe Disability	
Unemployed	Labor Force Participants	12	14	19	Figure III-1
Unemployed 6 Months or More	Labor Force Participants	2	3	5	Figure III-1
Labor Force Participants	All Veterans Under 30	91	82	62	Table III-4
Not Employed or Not in Training and Not Looking for Work	All Veterans Under 30	2	7	20	Figure III-2
No Job, in School	All Veterans Under 30	7	10	19	Table III-4
Currently in Training or School	All Veterans Under 30	20	21	25	Table III-5
Employed and in Training or School	All Trainees	70	52	24	Table III-5
Took On-The-Job Training After Service	Had Any Post-Service Training	29	19	16	Table III-6
High School or GED	Had Any Post-Service Training	5	8	11	Table III-6
Earning $2.50 per Hour or Less	Employed in 1973	20	28	33	Table III-7
Professional, Technical, Managerial Job	White-Collar Worker	45	37	34	Table III-8
Craftsman Job	Non-White-Collar Worker	37	31	28	Table III-9
Know What Specific Job They Would Like to Have in Five Years	No Job, Not Looking for Work, Not in Training	59	45	34	Table III-12
Main Reason for Not Seeking Work: Would Lose Disability Pay	No Job, Not Looking for Work	0	2	8	Table III-13
Main Reason for Not Seeking Work: Too Sick or Disabled	No Job, Not Looking for Work	6	12	22	Table III-13
Employed Part Time in Longest 1973 Job	Employed in 1973	8	10	15	Table III-10

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[a] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Finally, some characteristics of employment and training that might be expected to relate to severity of disability failed to show any such correlation. Percent in white-collar jobs, percent in family business, percent who feel that their job makes little or no use of previous training and experience, and percent in college training are no different for severely disabled than for slightly disabled.

COMBINED EFFECTS OF RACE, EDUCATION, AND SEVERITY OF DISABILITY

We have seen that more severe disability is generally associated with greater employment disadvantages among both old and young veterans. The effects of disability combined with race and educational level are now examined. Various statistics concerning employment as related to race and to educational level have been compiled in Table III-15 for disabled Vietnam-era veterans under 30 years of age. Note that nonwhite race includes those veterans who classified themselves as Black, Spanish-American, Oriental, or Other. Here emerge the familiar findings of job disadvantage related to being nonwhite and of low educational attainment. Compared to white veterans, the nonwhite veterans have a higher unemployment rate, participate less in the labor force, and work at a low pay rate. If they have a white-collar job, they are less likely to be in a professional or technical job; if they have a non-white-collar job, they are less likely to be craftsmen. The same trends exist when the less educated and the more educated veterans are compared.

How does severity of disability relate to race and to education? As shown in Table III-16, there is a slight relationship between race and severity of disability for each age group. There is, however, a clear relationship between education and severity of disability for all age groups (Table III-17). For example, for ex-servicemen under 30, 11% of the slightly disabled are high school dropouts compared to 17% of the severely disabled. (A reasonable explanation for this finding would be that less educated men are more likely to get the more hazardous military jobs.)

Educational level by race and severity of disability for veterans under 30 is given in Table III-18, which indicates that both race and severity of disability tend to be associated with lower educational attainment. For both white and nonwhite, high school dropouts are most likely to be found among the severely disabled, and nonwhite veterans in each severity group tend to be at a lower educational level. For example, of the white severely disabled veterans, 15% failed to complete high school, compared to 26% of the nonwhite severely disabled.

Employment statistics by race and severity of disability for veterans under 30 years of age are presented in Tables III-19 to III-22 and Figures III-3 and III-4. For each severity group, nonwhite veterans have a less favorable employment picture than white veterans. They have higher unemployment, lower pay, fewer white-collar workers in professional and technical jobs, and fewer non-white-collar workers in crafts. As just noted, differences associated with race and severity of disability can be attributed partly to educational differences. However, both race and severity of disability are powerful predictors of employment success when education is held constant. This is shown in Table III-23, which gives unemployment rate by race, education, and severity of disability for veterans under 30 years of age. For example, for white high school dropouts the employment rates are 16%, 19%, and 25% for the slight, moderate, and severe disability groups, respectively. For the nonwhite veterans who did not finish high school, the comparable unemployment rates are 27%, 31%, and 53%.

Table III-15

Race and Education Totals for Selected Employment Statistics: Veterans Under 30 Years of Age

(Projected Percentage and Unweighted N)[a]

Race and Education	Selected Employment Statistics											
	Unemployment Rate		Percent in Labor Force		Percent Workers Earning $2.50 or Less		Percent White-Collar Workers in Professional/ Technical Jobs		Percent Non-White-Collar Workers Who Are Craftsmen		Percent Neither Employed Nor in Training Nor Seeking Work	
	%	N	%	N	%	N	%	N	%	N	%	N
Race												
White	11	(3171)	86	(4050)	21	(3287)	27	(1229)	36	(2058)	5	(4050)
Nonwhite[b]	23	(539)	76	(810)	31	(560)	17	(187)	24	(373)	12	(810)
Education												
High School Dropout[c]	21	(586)	82	(708)	33	(520)	6	(82)	23	(438)	13	(708)
High School Graduate	12	(1666)	88	(1894)	22	(1533)	11	(360)	36	(1173)	7	(1894)
Attended College[d]	13	(1402)	81	(1732)	23	(1366)	20	(614)	37	(752)	4	(1732)
College Graduate	9	(457)	87	(526)	17	(428)	55	(360)	47	(68)	2	(526)

[a] The Unweighted N for each statistic: for unemployment rate, N is number in labor force; for percent earning $2.50 or less, N is number of workers; for percent in professional/technical jobs, N is number of white-collar workers; for percent craftsmen, N is number of non-white-collar workers; for percent in labor force and percent neither employed nor in training nor seeking work, N is total number of respondents.

[b] Nonwhite = Veterans who classified themselves as Black, Spanish-American, Oriental, or other.

[c] High school dropout includes the responses "less than 8th grade" and "less than 12th grade."

[d] Attended college applies to those who went to college but did not graduate from a four-year college.

Table III-16

Race, by Age and Severity of Disability:[a] Total Sample

(Projected Percentage)

Age/Severity of Disability	White	Nonwhite[b]	Unweighted N
Under 30			
Slight	85	15	1390
Moderate	81	19	1839
Severe	82	18	1772
30 to 44			
Slight	84	16	442
Moderate	80	20	602
Severe	79	21	561
45 and Over			
Slight	89	11	287
Moderate	90	10	525
Severe	86	14	417

[a] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[b] Nonwhite includes veterans who classified themselves as Black, Spanish-American, Oriental, or other.

Table III-17

Education, by Age and Severity of Disability:[a] Total Sample

(Projected Percentage)

Age/Severity of Disability	High School Dropout[b]	High School Graduate	Attended College[c]	College Graduate	Unweighted N
Under 30					
Slight	11	42	35	12	1390
Moderate	15	38	37	10	1839
Severe	17	36	36	11	1772
30 to 44					
Slight	7	43	29	21	442
Moderate	12	45	26	17	602
Severe	16	47	27	10	561
45 and Over					
Slight	7	33	33	26	287
Moderate	9	38	28	25	525
Severe	16	46	27	12	417

[a] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[b] High school dropout includes the responses "less than 8th grade" and "less than 12th grade."

[c] Attended college applies to those who went to college but did not graduate from a four-year college.

Table III-18

Education, by Race and Severity of Disability:[a] Veterans Under 30 Years of Age

(Projected Percentage)

Race/Severity of Disability	High School Dropout[b]	High School Graduate	Attended College[c]	College Graduate	Unweighted N
White					
Slight	10	42	36	13	1158
Moderate	13	38	38	11	1464
Severe	15	35	37	12	1428
Nonwhite[d]					
Slight	18	46	29	7	200
Moderate	23	39	31	6	323
Severe	26	42	28	5	287

[a] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[b] High school dropout includes the responses "less than 8th grade" and "less than 12th grade."

[c] Attended college applies to those who went to college but did not graduate from a four-year college.

[d] Nonwhite includes veterans who classified themselves as Black, Spanish-American, Oriental, or other.

Table III-19

Employment Groups, by Race and Severity of Disability:[a] Veterans Under 30 Years of Age

(Projected Percentage)

Race/Severity of Disability	Employed	Unemployed 12 Weeks or Less	Unemployed More Than 12 Weeks	No Job—in School or Training	No Longer Looking For Work	Haven't Looked for Work Since Service	Unweighted N
White							
Slight	82	7	2	6	2	<.5	1158
Moderate	74	7	3	10	5	1	1464
Severe	54	7	3	18	12	5	1428
Nonwhite[b]							
Slight	68	12	7	9	5	--	200
Moderate	57	8	8	12	14	<.5	323
Severe	30	7	10	18	25	9	287

[a] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[b] Nonwhite includes veterans who classified themselves as Black, Spanish-American, Oriental, or other.

Table III-20

Hourly Pay,[a] by Race and Severity of Disability:[b] Veterans Under 30 Years of Age Reporting Longest Held Job in 1973

(Projected Percentage)

Race/Severity of Disability	Hourly Pay							Unweighted N
	$2.00 or Less	$2.50	$3.00	$3.50	$4.00	$5.00	$6.00 or More	
White								
Slight	10	9	12	15	22	19	13	1092
Moderate	13	12	14	14	21	16	9	1278
Severe	17	15	15	14	19	14	7	917
Nonwhite[c]								
Slight	11	15	16	14	18	18	8	182
Moderate	22	16	15	11	19	12	4	248
Severe	25	18	19	9	20	7	3	130

[a] Based on responses to the question: "About how much did you earn per hour on this job?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[c] Nonwhite includes veterans who classified themselves as Black, Spanish-American, Oriental, or other.

Table III-21

Distribution of White-Collar Occupations,[a] by Race and Severity of Disability:[b] Veterans Under 30 Years of Age Reporting White-Collar Job as Longest Held in 1973

(Projected Percentage)

Race/Severity of Disability	Veterans Under 30 Reporting White-Collar Job in 1973	Type of White-Collar Occupations				Unweighted N
		Professional/ Technical	Administrative/ Managerial	Sales	Clerical	
White						
Slight	37	28	19	21	32	399
Moderate	35	26	14	27	33	439
Severe	42	25	12	20	43	391
Nonwhite[c]						
Slight	35	18	10	18	54	58
Moderate	29	15	6	13	67	74
Severe	40	11	8	16	65	55

[a] Based on content analysis of responses to question 22: "What kind of work were you doing?"
[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.
[c] Nonwhite includes veterans who classified themselves as Black, Spanish-American, Oriental, or other.

Table III-22

Distribution of Non-White-Collar Occupations,[a] by Race and Severity of Disability:[b] Veterans Under 30 Years of Age Reporting Non-White-Collar Job as Longest Held in 1973

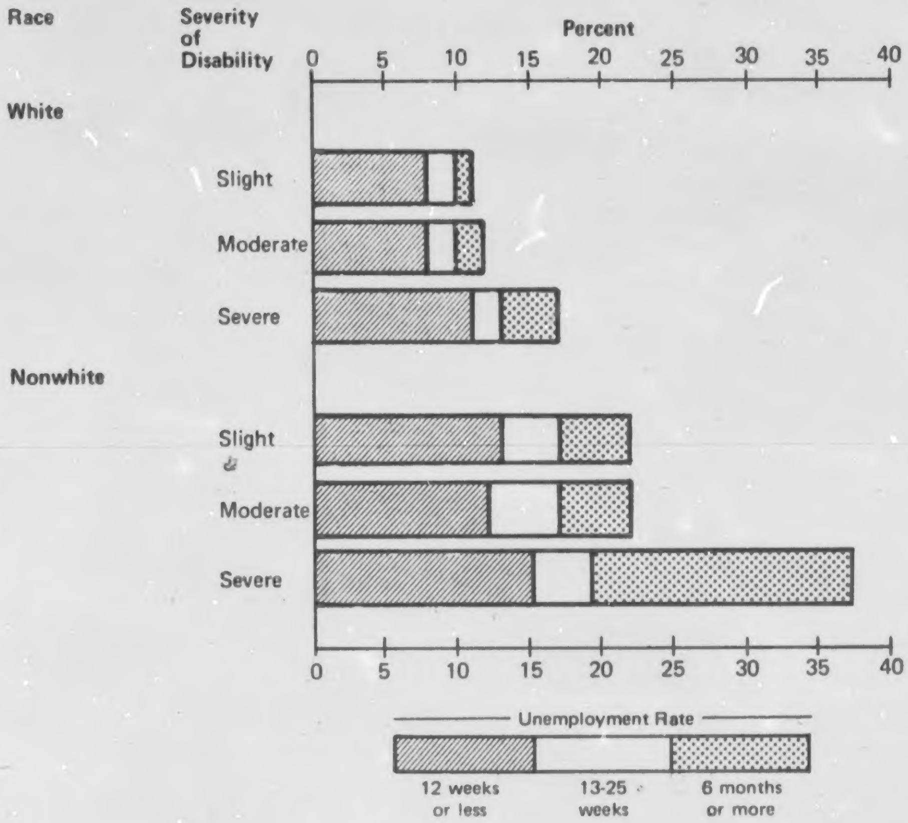
(Projected Percentage)

Race/Severity of Disability	Veterans Under 30 Reporting Non-White-Collar Job in 1973	Type of Non-White-Collar Occupations					Unweighted N
		Crafts	Operative	Non-farm Labor	Service	Farm	
White							
Slight	63	38	30	18	12	1	693
Moderate	65	33	32	19	15	1	839
Severe	58	30	31	22	14	3	526
Nonwhite[c]							
Slight	65	27	36	20	17	---	124
Moderate	71	21	32	26	21	---	174
Severe	60	16	30	24	29	2	75

[a] Based on content analysis of responses to question 22: "What kind of work were you doing?"
[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.
[c] Nonwhite includes veterans who classified themselves as Black, Spanish-American, Oriental, or other.

Rate and Duration of Unemployment,[a] By Race and Severity of Disability:[b] Veterans Under 30 Years of Age[c]

(Projected Percentage)



[a] The unemployment rate is the percent of those in the labor force who are unemployed. "Unemployed" means out of work and looking for a job now, could start work within one month if offered a suitable job, not in training or school. The "labor force" consists of all those with jobs plus those unemployed.

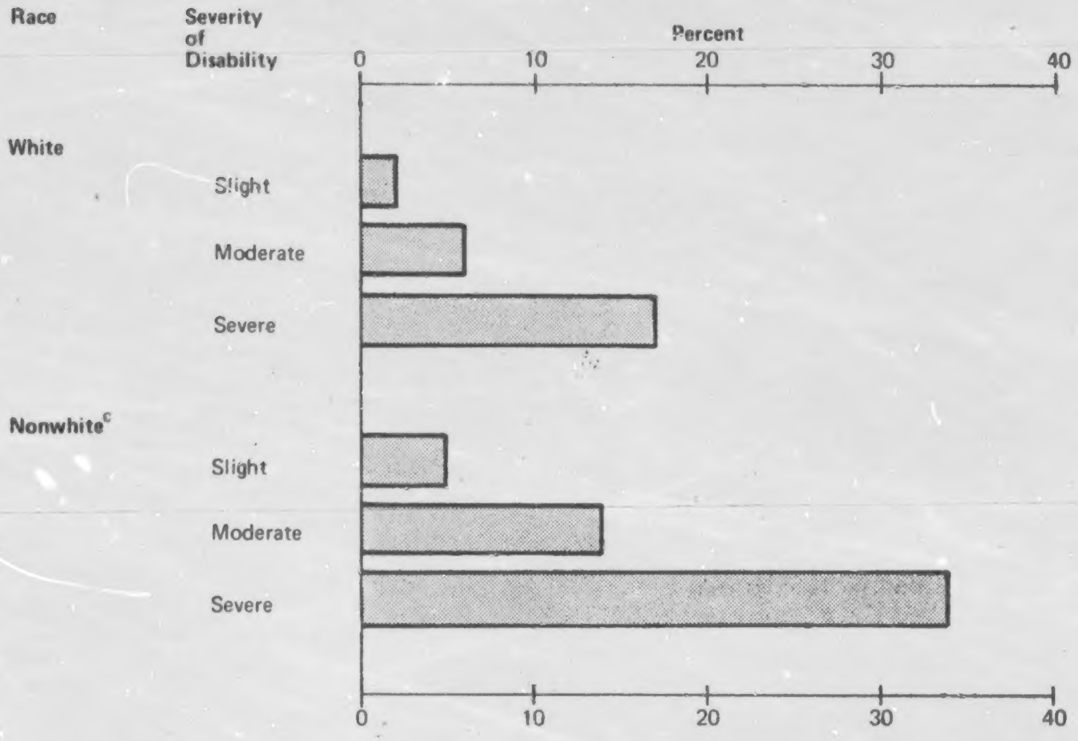
[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

[c] Data on which this figure is based are presented in Appendix Table A-III-2.

Figure III-3

Veterans Under 30 Years of Age Who Are Neither in The Labor Force Nor in Training,[a] By Race and Severity of Disability[b]

(Projected Percentage)



[a] From Table III-19. Derived by combining the percentage of those who are "No longer looking for work" with the percentage of those who "Haven't looked since leaving service."

[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

[c] "Nonwhite" includes veterans who classified themselves as Black, Spanish-American, Oriental, or other

Figure III-4

Table III-23

Unemployment Rate,[a] by Race, Education, and Severity of Disability:[b] Veterans Under 30 Years of Age

(Projected Percentage and Unweighted N)

Race/Education	Severity of Disability					
	Slight		Moderate		Severe	
	%	N	%	N	%	N
White						
High School Dropout[c]	16	108	19	183	25	196
High School Graduate	9	405	11	476	15	436
College	10	362	11	453	14	454
Nonwhite[d]						
High School Dropout	27	32	31	64	53	67
High School Graduate	23	67	16	99	32	88
College	18	35	23	60	33	48

[a] The unemployment rate is the percent of those in the labor force who are unemployed. "Unemployed" means out of work and looking for a job now, could start work within one month if offered a suitable job, not in training or school. The "labor force" consists of all those with jobs plus those unemployed.

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[c] High school dropout includes the responses "less than 8th grade" and "less than 12th grade."

[d] Nonwhite includes veterans who classified themselves as Black, Spanish-American, Oriental, or other.

EDUCATION AND SEVERITY OF DISABILITY

The effects of severity of disability and education on employment are shown for veterans under 30 in Tables III-24 to III-27 and Figures III-5 and III-6, which indicate that the effects of severity of disability are highly dependent on educational level. For the high school dropout the more severely disabled seem to be at a great disadvantage in employment, compared to the slightly disabled (e.g., an unemployment rate of 18% for slight and 31% for severe). However, for college graduates, the effects of severe disability are minimal in many respects. The unemployment rate of the severely disabled college graduate is no higher than that for the slightly disabled, his earnings are approximately the same, and, among white-collar workers, about the same percentage are in professional or technical work.

Table III-24

Employment Groups, by Severity of Disability[a] and Education: Veterans Under 30 Years of Age

(Projected Percentage)

Severity of Disability/ Education	Employment Groups						Unweighted N
	Employed	Unemployed 12 Weeks or Less	Unemployed More Than 12 Weeks	No Job— in School or Training	No Longer Looking for Work	Haven't Looked for Work Since Service	
Slight							
High School Dropout[b]	76	12	4	2	5	--	153
High School Graduate	83	8	3	4	3	<.5	570
Attended College[c]	77	7	4	11	1	<.5	475
College Graduate	84	6	2	7	2	1	160
Moderate							
High School Dropout	63	12	6	4	14	1	270
High School Graduate	78	7	3	5	6	1	693
Attended College	67	6	4	17	6	<.5	648
College Graduate	75	7	3	13	2	--	176
Severe							
High School Dropout	40	10	7	8	25	10	292
High School Graduate	50	6	5	14	17	8	640
Attended College	49	8	4	27	9	3	619
College Graduate	69	4	2	21	2	2	193

[a] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[b] High school dropout includes the responses "less than 8th grade" and "less than 12th grade."

[c] Attended college applies to those who went to college but did not graduate from a four-year college.

Table III-25

Hourly Pay,[a] by Severity of Disability[b] and Education: Veterans Under 30 Years of Age Who Reported Longest Held Job in 1973

(Projected Percentage)

Severity of Disability/ Education	Hourly Pay $2.00 or Less	$2.50	$3.00	$3.50	$4.00	$5.00	$6.00 or More	Unweighted N
Slight								
High School Dropout[c]	12	13	20	16	16	12	11	141
High School Graduate	9	9	13	15	22	22	10	540
Attended College[d]	10	10	13	17	21	16	13	449
College Graduate	8	8	9	5	22	24	24	144
Moderate								
High School Dropout	23	18	17	14	14	11	3	217
High School Graduate	15	12	13	13	26	15	6	615
Attended College	13	13	16	14	20	16	9	547
College Graduate	9	7	12	15	17	22	18	147
Severe								
High School Dropout	28	26	22	11	8	3	2	162
High School Graduate	19	14	13	16	23	11	4	378
Attended College	14	14	17	13	20	16	6	370
College Graduate	12	8	10	8	18	24	19	137

[a] Based on responses to the question: "About how much did you earn per hour on this job?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[c] High school dropout includes the responses "less than 8th grade" and "less than 12th grade."

[d] Attended college applies to those who went to college but did not graduate from a four-year college.

Table III-26

Distribution of White-Collar Occupations,[a] by Severity of Disability[b] and Education: Veterans Under 30 Years of Age Reporting White-Collar Job as Longest Held in 1973

(Projected Percentage)

Severity of Disability/Education	Veterans Under 30 Reporting White-Collar Job in 1973	White-Collar Occupations				Unweighted N
		Professional/ Technical	Adminis- trative/ Managerial	Sales	Clerical	
Slight						
High School Dropout[c]	19	8	17	28	47	27
High School Graduate	22	11	15	18	56	105
Attended College[d]	44	21	19	25	35	206
College Graduate	84	54	19	16	11	119
Moderate						
High School Dropout	14	2	3	43	52	32
High School Graduate	21	11	9	28	51	129
Attended College	41	18	14	28	39	230
College Graduate	84	56	18	10	16	122
Severe						
High School Dropout	13	4	4	42	49	23
High School Graduate	33	8	5	19	68	126
Attended College	46	13	15	22	50	178
College Graduate	86	58	14	13	15	119

[a] Based on content analysis of responses to question 22: "What kind of work were you doing?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[c] High school dropout includes the responses "less than 8th grade" and "less than 12th grade."

[d] Attended college applies to those who went to college but did not graduate from a four-year college.

Table III-27

Distribution of Non-White-Collar Occupations,[a] by Severity of Disability[b] and Education: Veterans Under 30 Years of Age Reporting Non-White-Collar Job as Longest Held in 1973

(Projected Percentage)

Severity of Disability/ Education	Veterans Under 30 Reporting Non-White-Collar Jobs in 1973	Non-White-Collar Occupations					Unweighted N
		Crafts	Operative	Non-Farm Labor	Service	Farming	
Slight							
High School Dropout[c]	81	25	40	22	13	1	114
High School Graduate	78	38	32	20	9	1	435
Attended College[d]	56	38	28	15	19	<.5	243
College Graduate	16	57	8	19	11	4	25
Moderate							
High School Dropout	86	22	38	28	11	1	185
High School Graduate	79	32	33	20	14	1	486
Attended College	59	34	29	16	20	1	317
College Graduate	16	30	18	17	34	--	25
Severe							
High School Dropout	87	16	35	30	17	2	139
High School Graduate	67	31	33	19	13	4	252
Attended College	54	36	26	19	16	2	192
College Graduate	14	14	20	24	25	17	18

[a] Based on content analysis of responses to question 22: "What kind of work were you doing?"

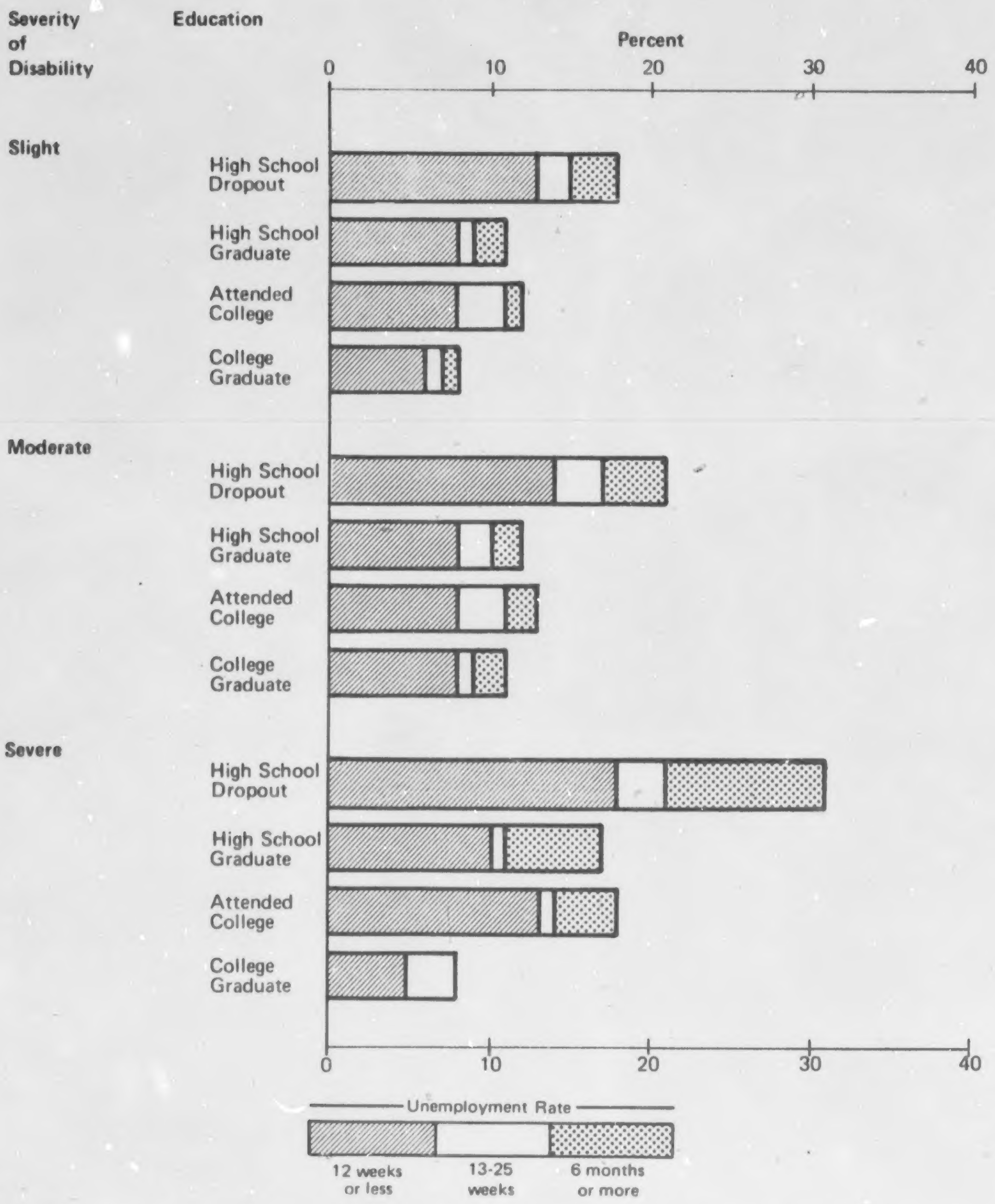
[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[c] High school dropout combines responses "less than 8th grade" and "less than 12th grade."

[d] Attended college applies to those who went to college but did not graduate from a four-year college.

Rate and Duration of Unemployment,[a] by Education and Severity of Disability:[b] Veterans Under 30 Years of Age[c]

(Projected Percentage)



[a] The unemployment rate is the percent of those in the labor force who are unemployed. "Unemployed" means out of work and looking for a job now, could start work within one month if offered a suitable job, not in training or school. The "labor force" consists of all those with jobs plus those unemployed.

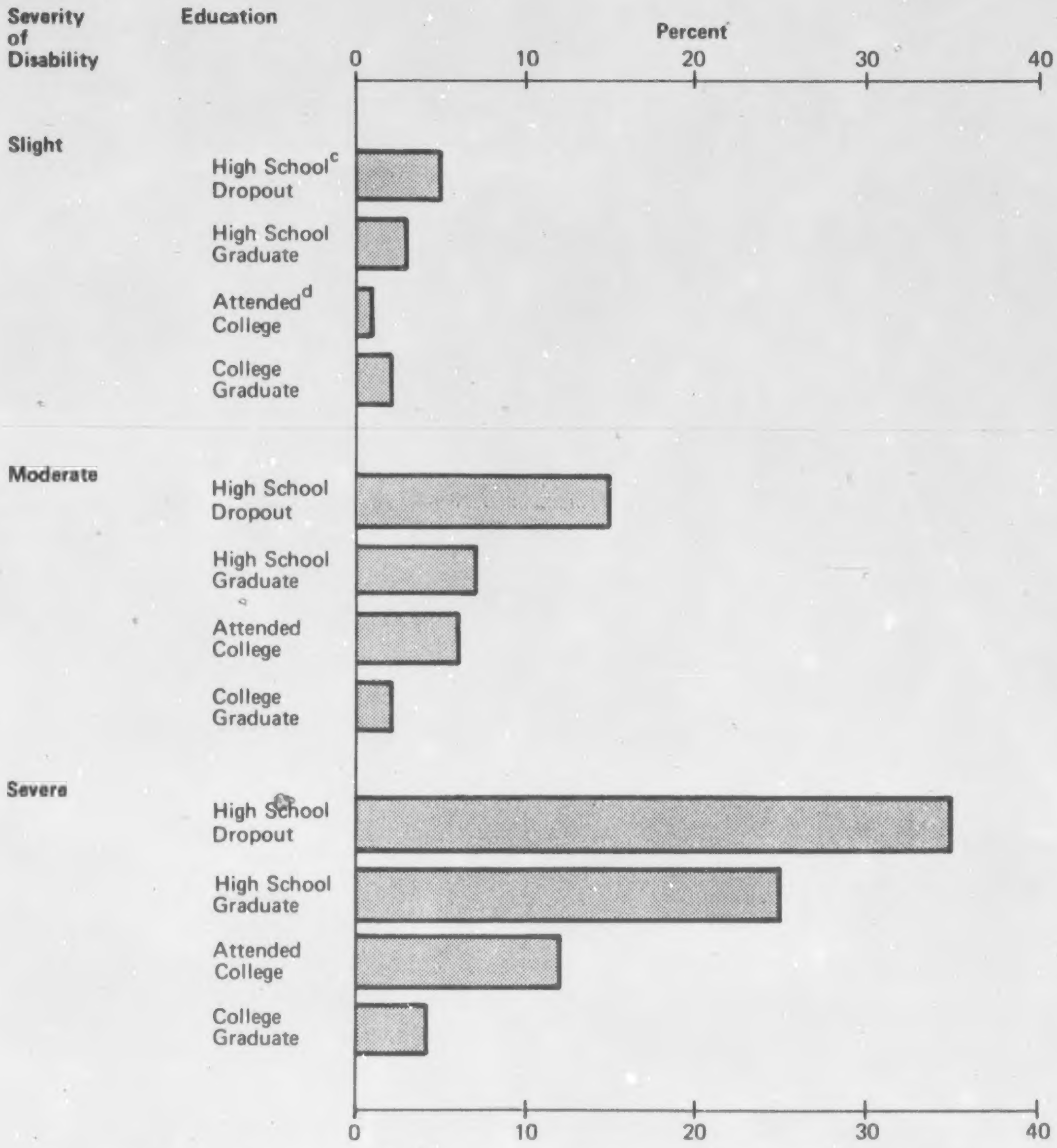
[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

[c] Data on which this figure is based are presented in Appendix Table A-III-3.

Figure III-5

Veterans Under 30 Years of Age Who are Neither in the Labor Force Nor in Training,[a] By Severity of Disability[b] and Education

(Projected Percentage)



[a] From Table III-24. Derived by combining the percentage of those who are "No longer looking for work" with the percentage of those who "Haven't looked since leaving service."

[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

[c] High school dropout includes the responses "less than 9th grade" and "less than 12th grade."

[d] Attended college applies to those who went to college but did not graduate from a four-year college.

Figure III-6

MARITAL STATUS OF DISABLED VETERANS

Marital status is often associated with kind of labor force participation for various groups, and related to employment status for disabled veterans. Information relating marital status and severity of disability to unemployment rate, pay, type of job, and kind of labor force participation for veterans under 30 years of age is presented in Tables III-28 to III-30 and Figure III-7.

For each level of severity of disability, the unmarried veteran has a higher unemployment rate; for example, for the moderately disabled, the unemployment rate of unmarried veterans is 26% compared to 8% for married men (Figure III-7).

For each level of severity of disability the single veteran is more often found to be not working, or in training and not looking for work; for example, 27% of the unmarried, severely disabled veterans, are out of the labor force and not in training compared to 15% of the married, severely disabled. Unmarried employed veterans tend at each disability level to be working for lower pay and at less skilled jobs (Table III-29). Marital status has little or no relationship to educational level (Table III-30), so the association of marital status with employment cannot be explained in terms of educational differences.

Table III-28

Employment Groups, by Marital Status and Severity of Disability:[a] Veterans Under 30 Years of Age

(Projected Percentage)

Marital Status/Severity of Disability	Employment Groups						Unweighted N
	Employed	Unemployed 12 Weeks or Less	Unemployed More Than 12 Weeks	No Job—in School or Training	No Longer Looking for Work	Haven't Looked for Work Since Service	
Married							
Slight	86	5	2	6	2	<.5	946
Moderate	81	5	2	8	4	<.5	1148
Severe	58	6	3	17	11	4	1159
Total	81	5	2	8	4	1	3253
Single[b]							
Slight	68	13	6	8	4	<.5	425
Moderate	54	12	7	14	12	1	656
Severe	33	10	6	23	19	8	577
Total	60	12	6	12	8	1	1658

[a] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[b] Single combines the responses "single," "separated," "divorced," and "widowed."

Table III-29

Pay and Occupation, by Marital Status and Severity of Disability:[a] Veterans Under 30 Years of Age

(Projected Percentage)

Marital Status/ Severity of Disability	Pay/Occupation			Unweighted N
	$2.50 per Hour or Less	Professional/ Technical/ Managerial	Crafts	
Married				
Slight	16	17	25	898
Moderate	22	14	21	1030
Severe	28	16	16	771
Single[b]				
Slight	28	15	19	385
Moderate	39	10	18	511
Severe	46	9	17	289

[a] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[b] Single combines the responses "single," "separated," "divorced," and "widowed."

Table III-30

Education, by Marital Status and Severity of Disability:[a] Veterans Under 30 Years of Age

(Projected Percentage)

Marital Status/Severity of Disability	Education				Unweighted N
	High School Dropout[b]	High School Graduate	Attended College[c]	College Graduate	
Married					
Slight	12	43	32	13	946
Moderate	15	40	35	11	1148
Severe	17	37	34	13	1159
Single					
Slight	10	40	41	9	425
Moderate	15	36	41	9	656
Severe	16	36	39	8	577

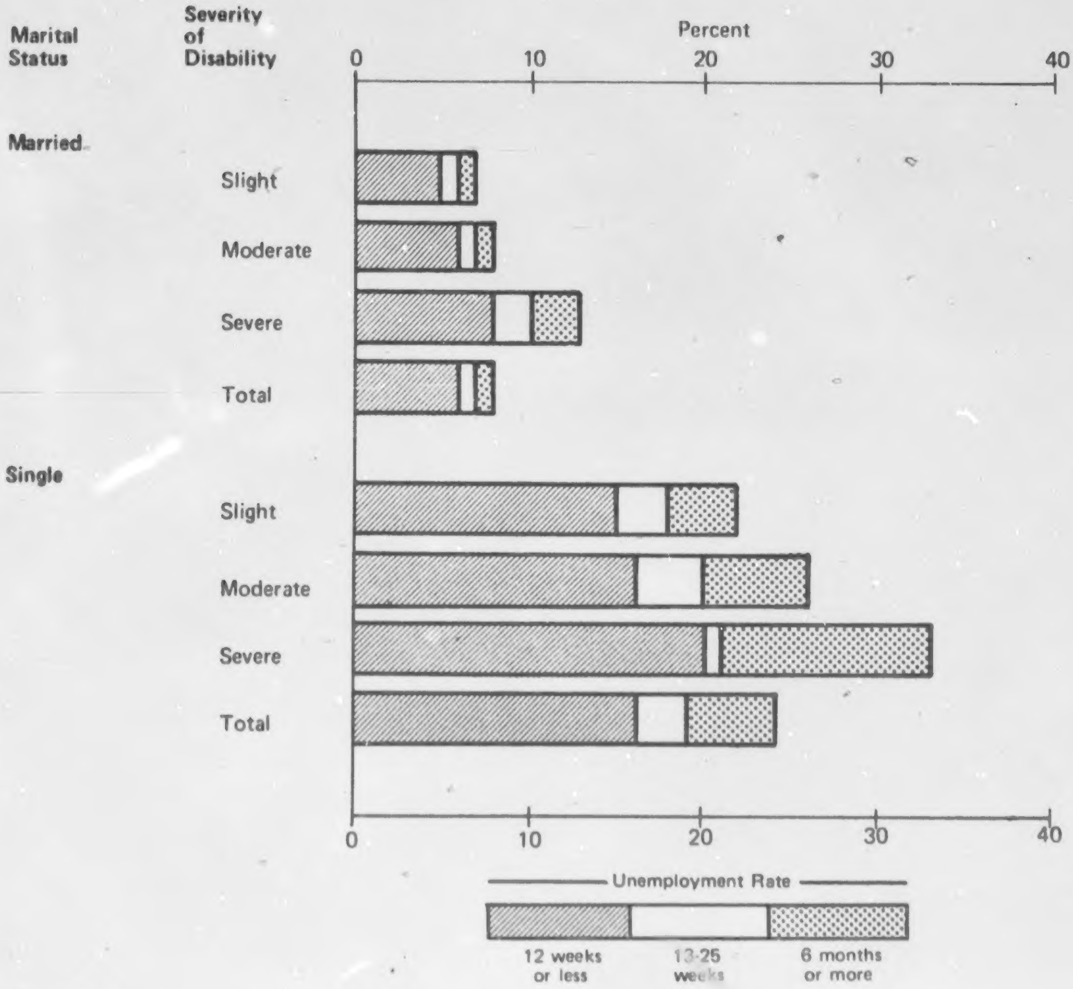
[a] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[b] High school dropout includes the responses "less than 8th grade" and "less than 12th grade."

[c] Attended college applies to those who went to college but did not graduate from a four-year college.

Rate and Duration of Unemployment[a] By Marital Status and Severity of Disability:[b] Veterans Under 30 Years of Age[c]

(Projected Percentage)



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[a] The unemployment rate is the percent of those in the labor force who are unemployed. "Unemployed" means out of work and looking for a job now, could start work within one month if offered a suitable job, not in training or school. The "labor force" consists of all those with jobs plus those unemployed.

[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

[c] Data on which this figure is based are presented in Appendix Table A-III-4.

Figure III-7

TYPE OF DISABILITY AND SUCCESS OF EMPLOYMENT

As we have shown, severity of disability tends to be associated with disadvantage in employment—that is, those with higher disability ratings tend to have more difficulty in finding work, and they work at lower pay and at less skilled jobs. Let us now examine the effect of the type of disability on employment.

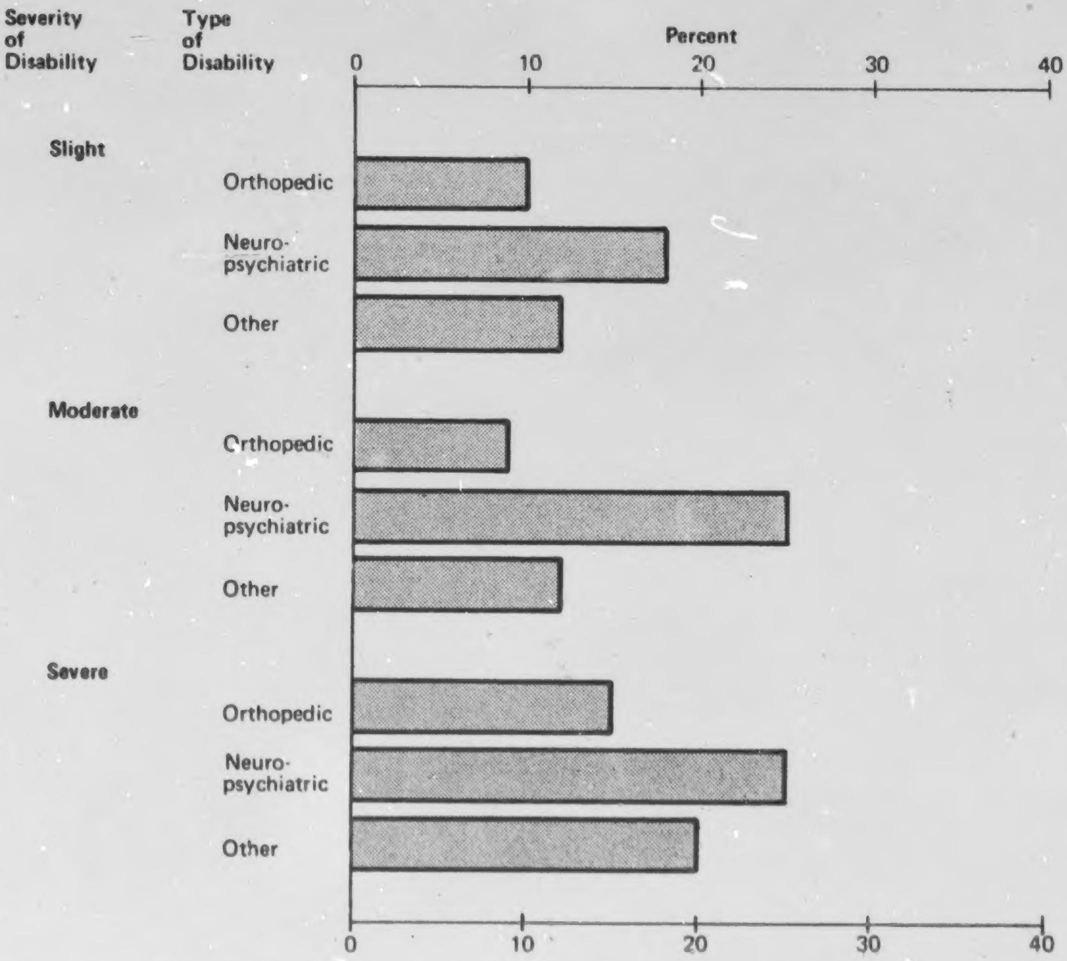
Among the various kinds of disability, one diagnostic category is consistently associated with employment difficulty. For young veterans at each severity level, those with a neuropsychiatric diagnosis have more difficulty in finding work than those whose diagnostic category is orthopedic, or other category as shown in Figure III-8. Among young veterans who are working, those with neuropsychiatric disorders tend to work for lower pay and are somewhat more commonly to be found working as laborers (Table III-31). Young veterans with a primary diagnosis of neuropsychiatric disorder are more frequently out of the labor force and not in training (Table III-32.) Neuropsychiatric conditions are more commonly found among the younger disabled veterans (Table III-33.)

A medical diagnosis provides an ambiguous description for purposes of understanding the impact of a disability on ability to obtain and perform various kinds of work. This is true even when working with more narrowly limited medical diagnostic categories, such as anxiety state rather than neuropsychiatric disorder, and amputation of the foot rather than orthopedic condition. To aid understanding, each veteran was asked to describe the actual activity limitations resulting from his disability. On a list of activities, such as walking, standing, or driving a car, he checked the extent to which he was limited by his service-connected disability.

The veterans' descriptions of limitations enable us to comprehend the disability in practical work-relatable terms. When unemployment rates are computed for groups with various specific activity limitations, it is evident that the greatest difficulty in finding a job is experienced by those who are limited in using public transportation, or in driving a car, and who experience appreciable difficulties in working under pressure or meeting and talking with people (Figure III-9.)

Those who have moderate or great difficulty in work involving meeting and talking with people and who feel they have trouble working under pressure are more likely to have a non-white-collar job than those with other activity limitations (Figure III-10.) Looking only at white-collar workers, those limited to using public transportation and working when seated are least likely—compared to those with other activity limitations—to be in professional, technical, or administrative work (Figure III-11). Among non-white-collar workers reporting limitations, those who list difficulties in using public transportation are least likely to be in a crafts job (Figure III-12).

Unemployment Rate[a] of Veterans Under 30 Years of Age By Severity and Type of Disability[b,c]



[a] The unemployment rate is the percent of those in the labor force who are unemployed. "Unemployed" means out of work and looking for a job now, could start work within one month if offered a suitable job, not in training or school. The "labor force" consists of all those with jobs plus those unemployed.

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%. Type of disability: Orthopedic includes bone, muscle and joint injuries and disease, as well as amputations. Neuropsychiatric includes central nervous system damage and disease, neuroses, and psychoses.

[c] Data on which this figure is based are presented in Appendix Table A-III-5.

Figure III-8

Table III-31

Job Characteristics of Working Veterans[a] Under 30 Years of Age, By Severity and Type of Disability[b]

(Projected Percentage)

Severity/Type of Disability	Job Characteristics: Hourly Pay of $2.50 or Less	Part Time	Non-Farm Labor	Professional or Technical	Unweighted N
Slight					
Orthopedic	20	9	11	10	738
Neuropsychiatric	24	1	12	11	134
Other	18	8	13	10	418
Moderate					
Orthopedic	25	8	13	7	747
Neuropsychiatric	35	13	19	8	392
Other	25	9	10	10	409
Severe					
Orthopedic	28	13	9	11	542
Neuropsychiatric	40	20	18	8	267
Other	33	15	14	9	254

[a] Working veterans are those who listed a job performed longest in 1973.

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%. Type of disability: Orthopedic includes bone, muscle and joint injuries and disease, and amputations; neuropsychiatric includes central and peripheral nervous system damage and disease, and neuroses and psychoses.

Table III-32

Employment Status of Veterans Under 30 Years of Age, By Severity and Type of Disability[a]

(Projected Percentage)

	Labor Force Participants			Labor Force Nonparticipants			
Disability Severity/Type	Employed	Unemployed 12 Weeks or Less	Unemployed Over 12 Weeks	No Job, In Training	No Job or training, No Longer Looking	Have Not Looked for Work Since Service	Unweighted N
Slight							
Orthopedic	81	6	3	7	3	0	805
Neuropsychiatric	76	12	5	3	4	0	136
Other	80	8	2	7	2	0	436
Moderate							
Orthopedic	77	5	2	10	5	0	853
Neuropsychiatric	56	12	7	12	12	1	497
Other	76	7	3	8	6	0	464
Severe							
Orthopedic	52	5	4	20	11	7	930
Neuropsychiatric	45	10	5	17	20	3	415
Other	50	8	5	19	13	6	398

[a] Severity of disability: Slight = 10-20% combined disability ratings; moderate = 30-50%; severe = 60-100%. Type of disability: Orthopedic includes bone, muscle, and joint injuries and disease, and amputations; neuropsychiatric includes nervous system damage and disease, and neuroses, and psychoses.

Table III-33

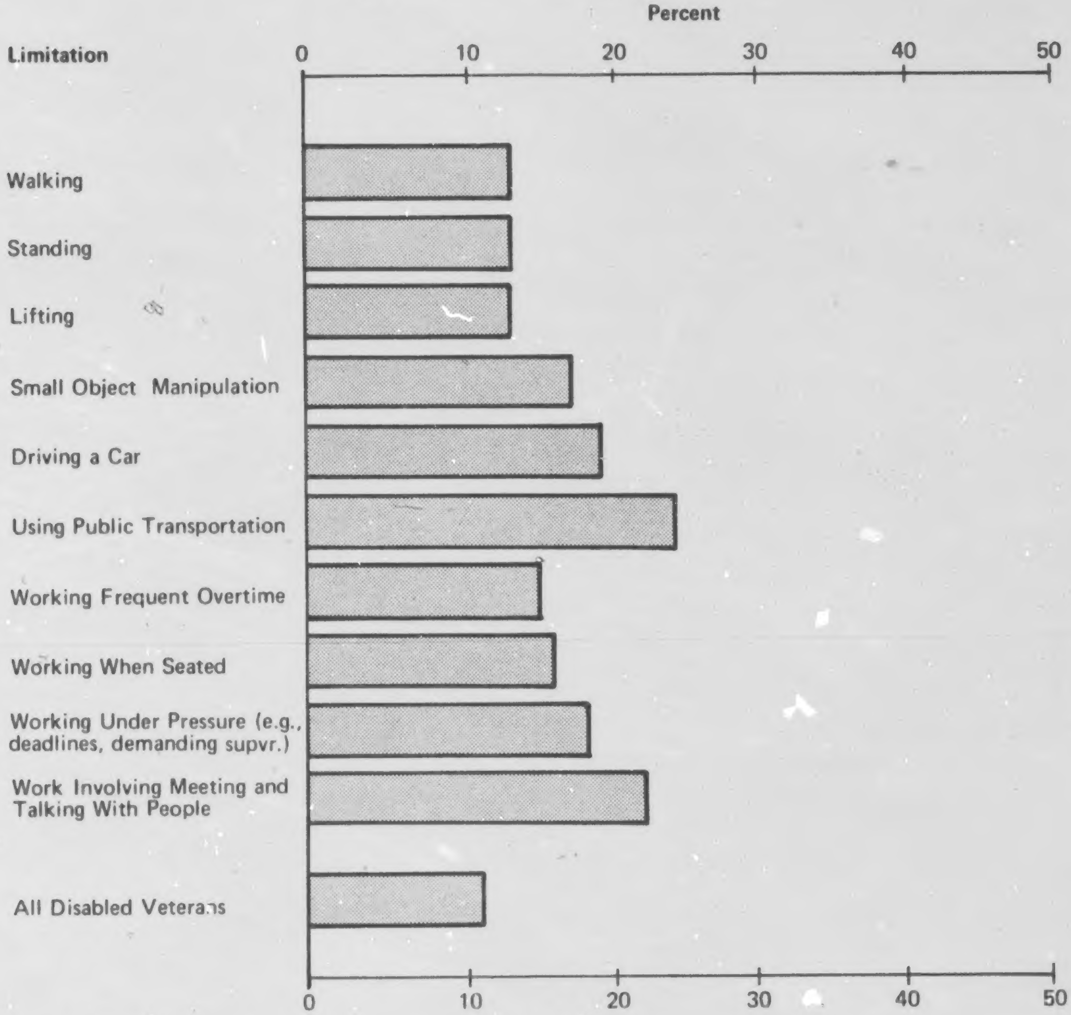
Major Service-Connected Disabilities,[a] By Age

(Projected Percentage)

	Diagnosis			
Age	Orthopedic	Neuropsychiatric	Other	Unweighted N
Under 30	52	21	26	4934
30 and Over	41	5	54	2834

[a] Major service-connected disability is the veteran's disability with the highest rating. Orthopedic includes bone, muscle, and joint injuries and disease, and amputations; neuropsychiatric includes nervous system damage and disease, and neuroses and psychoses.

Unemployment Rate[a] for Veterans With Specific Activity Limitations[b,c]



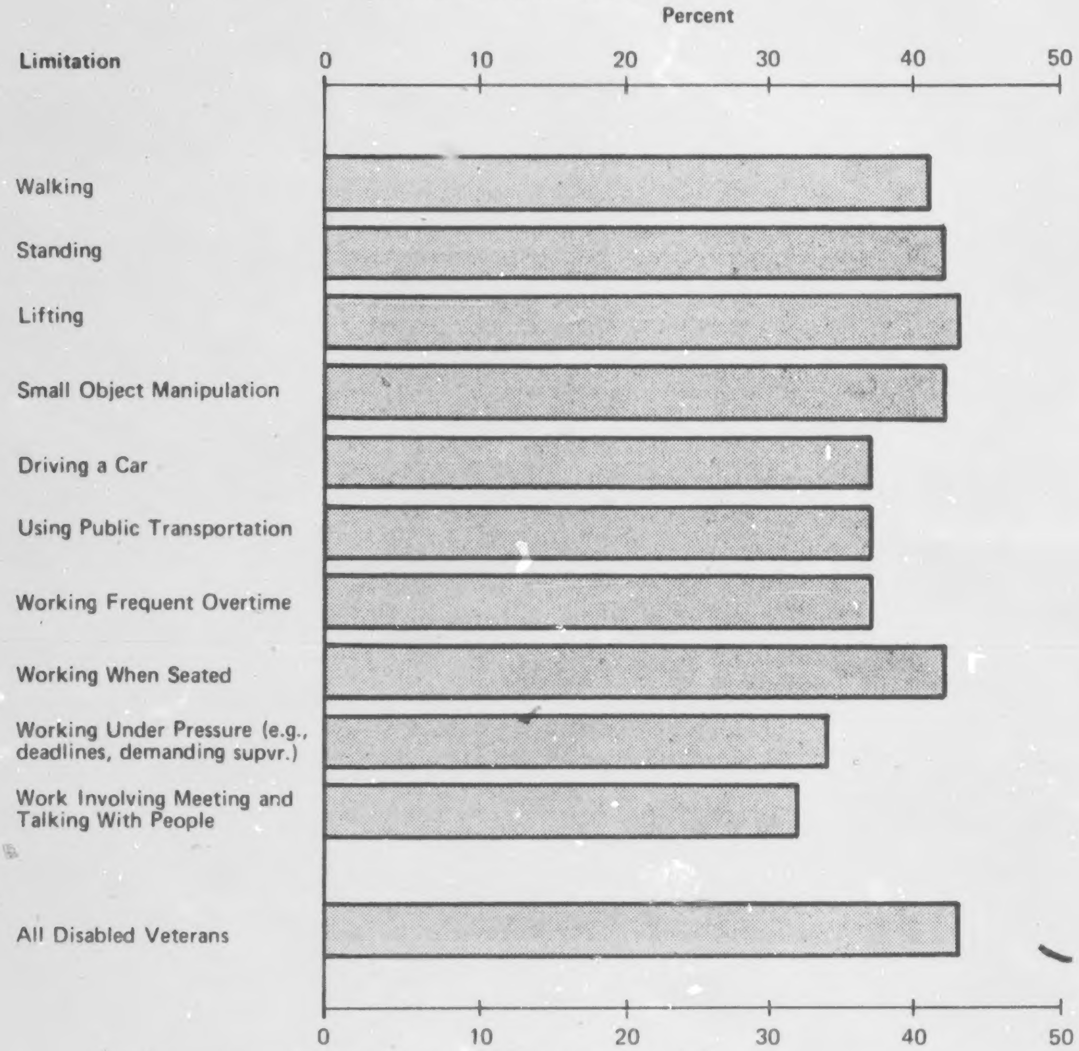
[a] The unemployment rate is the percent of those in the labor force who are unemployed. "Unemployed" means out of work and looking for a job now, could start work within one month if offered a suitable job, not in training or school. The "labor force" consists of all those with jobs plus those unemployed.

[b] A veteran was classified as limited in the specific activity if he checked that he was "moderately" or "very greatly" limited in that activity.

[c] Data on which this figure is based are presented in Appendix Table A-III-6.

Figure III-9

Workers[a] With Specific Activity Limitations[b]
Who Are in White-Collar Jobs[c,d]



[a] Workers are those who listed the job they performed longest in 1973.

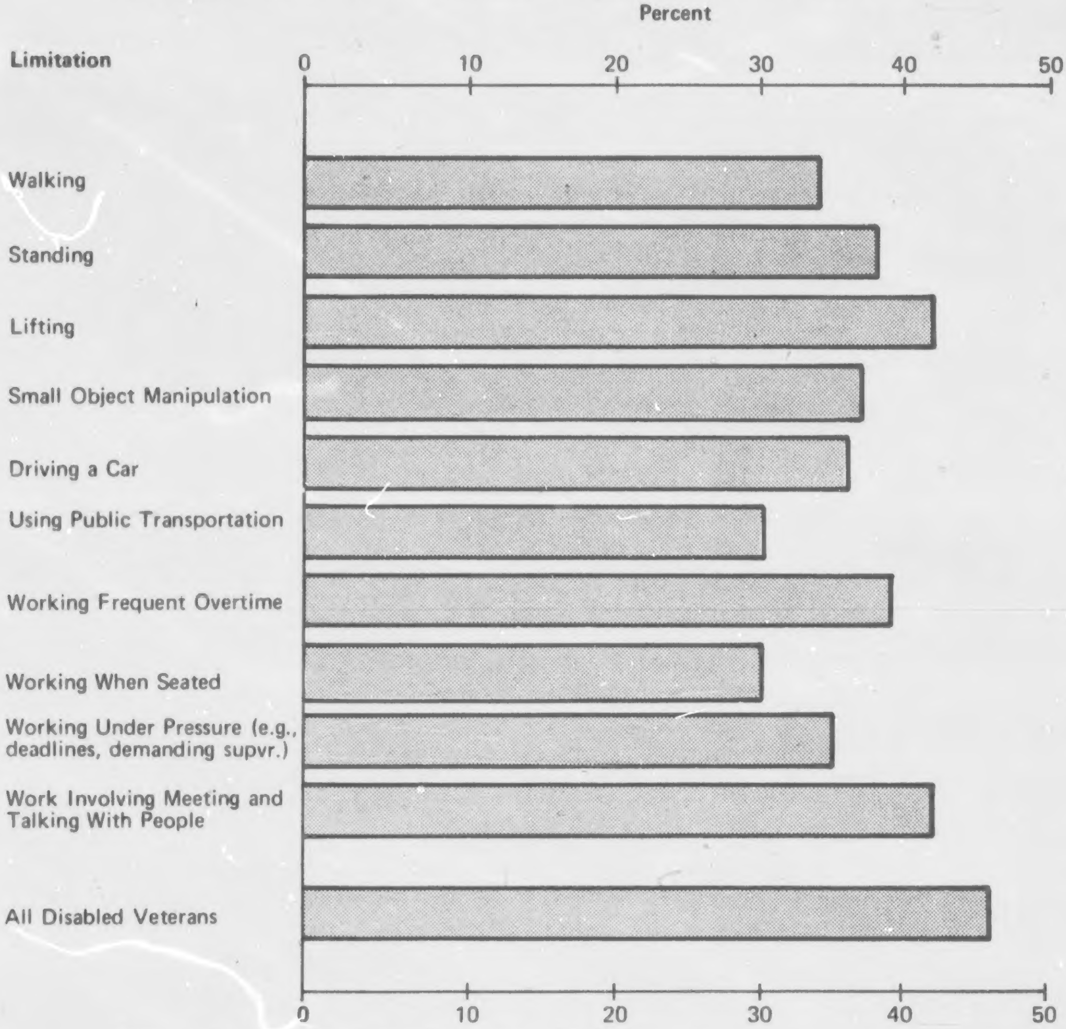
[b] A veteran was classified as limited in the specific activity if he checked that he was "moderately" or "very greatly" limited in that activity.

[c] White-collar workers are those whose longest-held job in 1973 was classified as clerical, sales, managerial, administrative, technical, or professional.

[d] Data on which this figure is based are presented in Appendix Table A-III-7.

Figure III-10

White-Collar Workers[a] With Specific Activity Limitations[b]
Who Are in Professional, Technical, Administrative, or Managerial Jobs[c]



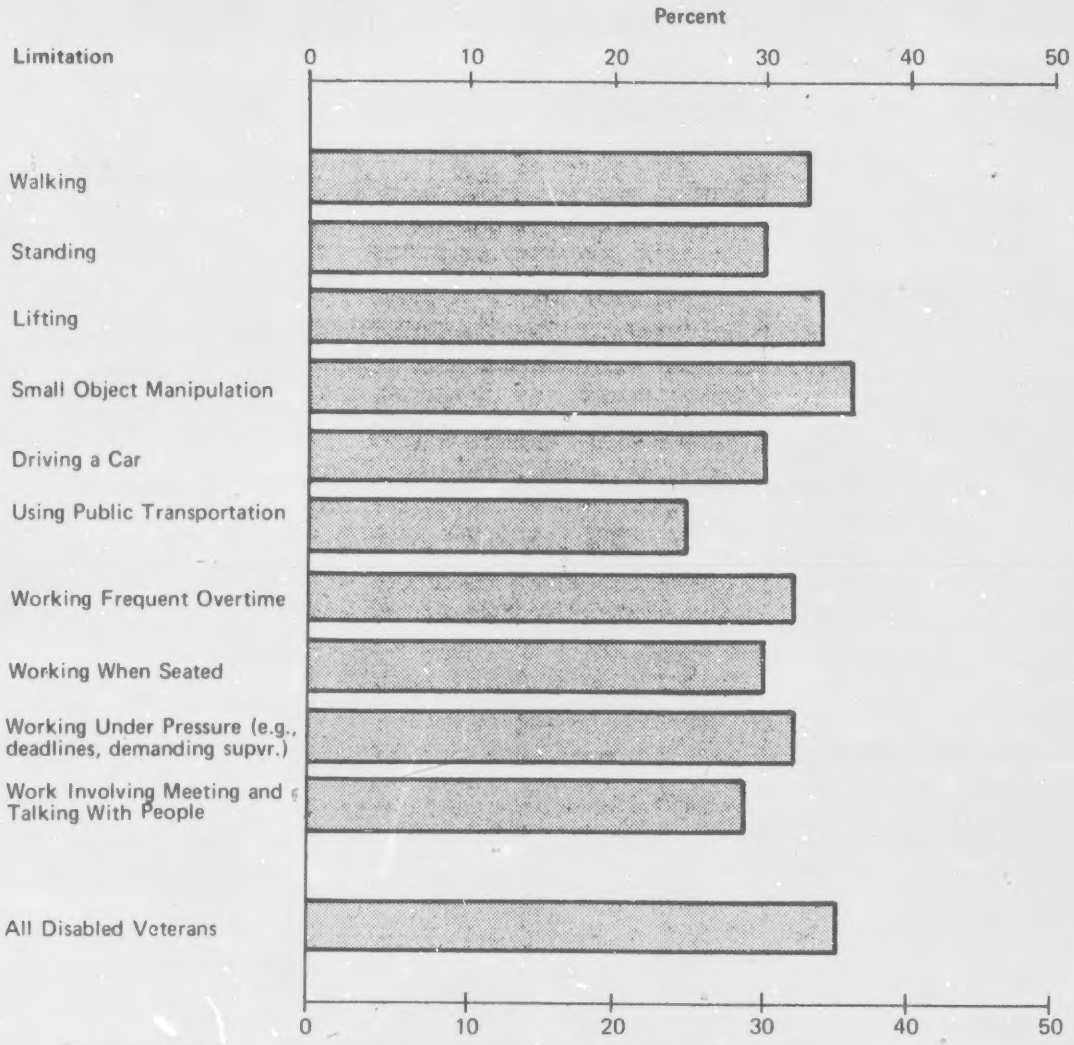
[a] White-collar workers are those whose longest-held job in 1973 was classified as clerical, sales, managerial, administrative, technical, or professional.

[b] A veteran was classified as limited in the specific activity if he checked that he was "moderately" or "very greatly" limited in that activity.

[c] Data on which this figure is based are presented in Appendix Table A-III-7.

Figure III-11

Non-White-Collar Workers[a] with Specific Activity Limitations[b] Who Are in Craft Jobs[c]



[a] Non-white-collar workers are those whose longest-held job in 1973 was classified as craft, operative, service, non-farm labor, or farm.

[b] A veteran was classified as limited in the specific activity if he checked that he was "moderately" or "very greatly" limited in that activity.

[c] Data on which this figure is based are presented in Appendix Table A-III-8.

Figure III-12

SPECIFIC DISABILITY AND TYPE OF WORK

We have seen that those with more severe limitations or disabilities are less likely to be in professional, technical, managerial, and craft jobs. Our next question is: How does specific disability relate to the kinds of work disabled veterans are doing? To find an answer, we studied the cases of 88 young, severely disabled, employed veterans (Table III-34). For each of these veterans Table III-34 shows the VA diagnosis of primary (highest rated) and any secondary disabilities, the combined disability rating, the activities in which the veteran considers himself to be moderately or greatly limited, and the title and duties of the job held longest in 1973. The table also presents information on all cases where the employer was reported to have made special arrangements. (Because of its length, Table III-34 is placed at the end of this chapter to avoid interruption to the text.)

These 88 men are a sample of the 630 severely disabled, young, employed veterans who responded to the survey. They were selected at random, and not because there was anything remarkable about their jobs. (Originally 100 veterans were selected but 12 were not used because their disability was incompletely specified by the VA diagnostic codes—for example, unspecified injury or disease to some part of the digestive system.)

The following observations can be made from study of these 88 cases:

(1) Veterans differ greatly on how much they consider themselves limited by their disabilities. Some severely disabled veterans feel they have no limitations. In fact, for the entire sample of 100% disabled veterans of all ages, 8% stated that their service-connected disabilities have resulted in no limitations of their activities.

(2) Severely disabled workers can perform a great diversity of jobs—perhaps as diverse as the population of employed men.

(3) Some of the jobs being performed by disabled veterans are not what would be expected considering their disabilities—for example, a man with both feet amputated who drives heavy equipment for a construction company, or an electrician who has injuries to arm muscles and knees. Perhaps in these cases the individual has a special means of compensating for or overcoming his disability, or the way the job is performed has been somewhat modified.

(4) The vast majority of these men are performing their jobs without any special help or arrangement from their employer.

These 88 cases indicate the kinds of jobs various severely disabled veterans are currently performing. In addition, however, we need to examine the kinds of jobs men with specific disabilities are *capable* of performing. This involves describing the limitations and abilities associated with a particular disability and relating them to the kinds of activities demanded by various kinds of work.

A basis for examining the specific jobs disabled workers are capable of performing is summarized in Tables III-35 and III-36. The percentages of moderately disabled veterans in each of 17 diagnostic categories who considered themselves to be restricted in various work-relevant activities—such as walking, lifting, driving a car, working under pressure of deadlines—are shown in Table III-35. The same kind of information is shown for the severely disabled veterans in Table III-36. Note that these tables deal only with the highest rated or primary disabilities of the veterans.

In both tables, the kinds of limitations most often reported are those of lifting, standing, and frequent overtime—activities likely to be demanded in many entry-level, non-white-collar jobs. Some limitations tend to be associated with certain kinds of disabilities—for example, the difficulties of those with mental disorders in working under pressure and meeting and talking with people; the difficulties of those with severe orthopedic disabilities in using public transportation; and the difficulty of those with epilepsy and organic brain disease in driving a car.

Table III-35

Extent of Activity Limitation,[a] by Diagnostic Category for the Moderately Disabled[b]

(Projected Percentage)

Primary Disability Diagnostic Categories	Activity Limitation										Unweighted N
	Walking	Standing	Lifting	Handling Small Objects	Driving a Car	Using Public Transportation	Working Frequent Overtime	Working Seated	Working[c] Under Pressure	Meeting and Talking	
Bone and Joint Diseases	38	42	56	12	9	7	24	8	15	6	195
Amputations	40	38	56	12	8	5	27	2	6	2	91
Bone and Joint Impairments	38	44	62	11	10	7	25	12	14	4	556
Muscle Injuries	29	32	45	7	6	4	20	6	8	4	468
Visual Impairments	8	6	13	24	22	3	13	4	11	5	128
Ear Disorders	10	22	19	--	18	2	15	12	20	40	37
Disorders of Systemic, Hemic, and Lymphatic Systems	13	16	26	4	5	6	21	4	12	8	63
Disorders of Respiratory System	25	13	41	8	4	4	20	5	11	5	158
Disorders of Circulatory System	29	29	45	7	8	5	28	9	30	6	216
Disorders of Digestive System	16	16	43	4	5	5	24	8	37	7	135
Disorders of Genitourinary System	19	23	48	7	8	8	17	12	17	10	72
Skin Diseases	18	17	25	10	8	5	17	6	19	9	132
Disorders of Endocrine System	15	15	21	--	5	--	31	5	26	4	53

(Continued)

Table III-35 *(Continued)*

Extent of Activity Limitation,[a] by Diagnostic Category for the Moderately Disabled[b]

(Projected Percentage)

Primary Disability Diagnostic Categories	Activity Limitation										Unweighted N
	Walking	Standing	Lifting	Handling Small Objects	Driving a Car	Using Public Transportation	Working Frequent Overtime	Working Seated	Working Under Pressure	Meeting and Talking	
Organic Diseases of Central and Peripheral Nervous System	19	21	48	26	7	5	21	6	18	9	179
Epilepsy and Organic Brain Diseases	15	16	16	12	23	10	28	3	38	15	52
Psychotic Disorders	8	11	13	12	12	15	26	12	52	37	276
Psychoneurotic Disorders	16	20	24	13	17	13	29	8	57	32	156

[a] A veteran was classified as limited in the specific activity if he checked that he was "moderately" or "very greatly" limited in that activity.

[b] Moderately disabled: 30-50% combined disability rating.

[c] Working under pressure: for example, having deadlines or a demanding supervisor.

Table III-36

Extent of Activity Limitation,[a] By Diagnostic Category for the Severely Disabled[b]

(Projected Percentage)

Primary Disabilities Diagnostic Categories	"Moderately" or "Very Greatly" Limited in Each Activity										Unweighted N
	Walking	Standing	Lifting	Handling Small Objects	Driving a Car	Using Public Transportation	Working Frequent Overtime	Working While Seated	Working[c] Under Pressure	Meeting and Talking With People	
Bones and Joint Diseases	75●	67●	85●	35	31	34	50●	36	36	26	81
Amputations	63●	58●	76●	33	19	34	29	16	19	14	454
Other Impairments of Bones and Joints	56●	56●	70●	22	20	32	42	25	26	15	446
Muscle Injuries	45	49	60●	17	10	8	31	12	19	6	245
Visual	24	18	29	25	45	17	21	9	17	13	116
Hearing	18	15	28	3	17	3	10	3	27	50●	18
Systemic, Hemic, and Lymphatic Diseases	20	22	45	12	10	10	37	11	21	12	90
Respiratory System	49	38	64●	20	13	15	44	19	35	17	131
Circulatory System	69●	58●	83●	24	24	24	63●	33	66●	27	304
Digestive System	28	29	69●	10	9	15	36	16	34	14	128
Genitourinary System	38●	33	59●	7	8	17	36	7	24	12	75
Skin	16	27	46	24	11	8	15	15	23	29	39
Endocrine	38	37	50●	27	15	15	50●	18	30	16	40
Organic Diseases of Central and Peripheral Nervous System	40	37	69●	47	13	9	27	12	20	10	293
Epilepsy and Organic Brain Diseases	25	23	36	29	39	20	38	20	61●	41	52
Psychotic Disorders	8	11	19	12	18	19	35	15	53●	40	172
Psychoneurotic Disorders	39	40	61●	27	29	29	54●	20	70●	37	62

[a] In response to the question: "How much does your service-connected disability limit the activities listed below? Not at all; Very slightly; Moderately; Very greatly."

[b] Severely disabled: Combined disability rating of 60-100%.

[c] Working under pressure (having deadlines, demanding supervisor.)

● = Half or more responding

VOCATIONAL COUNSELING AND TRAINING RELATED TO EMPLOYMENT STATUS

Does participation by veterans in training and vocational counseling have an appreciable impact on their current employment status? We related information on participation in counseling and training to unemployment rate and dropout rate. Dropout rate refers to the proportion of the group that has no job, is not looking for work, and is not in training or school. The group of young, severely disabled veterans was chosen for the analysis. Because counseling and training are correlated with age and severity of disability (see Chapter IV), and age and severity of disability are markedly related to employment status, it was necessary to hold age and severity constant to examine effects of counseling or training, *per se*, on employment. In addition, the young, severely disabled group is the group on which the effects of counseling and training on employment should be most apparent.

It appears that whether vocational counseling was obtained, whether it resulted in a plan, and whether that plan was carried out is not associated with unemployment rate (Table III-37). The dropout rate, however, is higher for those who avoided counseling, whose counseling failed to result in a plan, who failed to start the planned training, or who failed to finish it.

A factor clearly associated with unemployment rates is the type of post-service training received. The high unemployment and dropout rates among those who had post-service high school training, and the much lower rates of unemployment and dropout among those with post-service college training, are what would be expected, based on the sizable relationship between educational level and employment. The relatively low unemployment rate associated with on-the-job training is also to be expected, since such training involves being employed and usually requires job commitments by the employer as well as the worker. In addition, the analysis shows that those completing some form of post-service training have lower unemployment and dropout rates than those who start such training but fail to complete it.

To sum up, current employment status among young, severely disabled veterans is predictable by the training they have participated in and completed, not by their past involvements in vocational counseling. Being currently out of the labor force and not in training tends to be associated with a past history of failing to enter, or follow through on counseling and training.

SUMMARY

For the disabled Vietnam-era veterans as a whole, having a more severe disability (as determined by the VA's disability rating) is associated with high unemployment, lower pay, and being out of the labor force and not in training. The disabled veteran most likely to be unemployed is young, nonwhite, and single, and has less than a 12th grade education. (These characteristics are usually associated with higher levels of unemployment among non-disabled veterans and other groups as well.)

Severely disabled veterans who are nonwhite, or young, or single, or have less than a high school education show the highest unemployment rates. With one important exception—the college graduate—every group of severely disabled veterans, whether defined by age, race, education, or marital status, has more difficulty than the slightly disabled in finding a job, and is working for lower pay. Among the college graduates (under 30) the differences between slightly and severely disabled veterans in employment (unemployment rate, type of job, rate of pay) are minimal. On the other hand, the effects of a severe disability are especially pronounced among the high school dropouts.

Table III-37

Unemployment Rate[a] and Dropout Rate,[b] by Counseling and Training Status: Veterans Under 30 Years of Age with Combined Disability Ratings of 60-100%[c]

(Projected Percentage)

Counseling/Training Status	Unemployment Rate (Percent)	Unweighted N Labor Force Participant	Dropout Rate (Percent)	Unweighted N Total
Received Counseling to Help Make Plans for Training, Education, or Work				
Yes	20	652	21	1164
No	16	393	27	594
Counseling Resulted in a Plan for Education or Job Training				
Yes	21	527	18	943
No	21	124	35	218
Completed the Education or Training That Was Planned				
Yes	21	406	18	619
No, Never Started, or Quit	25	84	37	138
After Leaving Armed Forces, Went to School or Took Training				
Yes	19	694	15	1154
No	19	354	39	607
Type of Post-Service Training				
On-the-Job, Apprentice, or Farm Training	11	124	9	147
Vocational, Technical, or Business School	18	189	15	291
High School or GED	32	53	23	97
College Undergraduate or Graduate	16	295	7	512
Completed Post-Service Training				
Yes	13	235	9	289
No	22	324	14	623

[a] The unemployment rate is the percent of those in the labor force who are unemployed. "Unemployed" means out of work and looking for a job now, could start work within one month if offered a suitable job, not in training or school. The "labor force" consists of all those with jobs plus those unemployed.

[b] Dropout rate is the percent of the total group that has no job, is not looking for work, and is not in training or school.

[c] Disability rating of 60-100%: Severely disabled.

Severity of disability is related to schooling completed. The severely disabled have somewhat less schooling on the average than the slightly disabled. However, when education is held constant we still find marked association between severity of disability and employment measures.

The employment situation of the young disabled Vietnam-era veteran differs from that of the older disabled Vietnam-era veteran. (Disabled Vietnam-era veterans range in age, with 57% under 30 years of age, and 14% 45 or older.) Among labor force participants the older veteran's position tends to be more favorable in kind of job and pay rate. Their unemployment rate is lower, but among the unemployed the older veteran is more likely to have been seeking work for more than six months. In contrast to the young veteran, the majority of the older veterans are white-collar workers and many are in public employment. Also, a number of severely disabled older veterans go into business for themselves.

Among the labor force nonparticipants, a high proportion of the older veterans seem to have retired with no prospects of or preparation for future employment. This trend is especially pronounced among the severely disabled. As a group, the older disabled veterans are less likely to be involved in training or school than are younger veterans.

Among veterans with equally severe disabilities, those with neuropsychiatric disorders show the greatest employment disadvantages (e.g., higher unemployment, lower pay, higher proportion out of the labor force and not in training) compared to those in other major diagnostic groups.

Every veteran indicated how his disability limited his ability to carry out certain work-related activities. The highest unemployment rate was found for those having difficulty in using public transportation.

The 88 young, severely disabled, employed veterans studied held a diversity of jobs, including some that might be thought unlikely for severely handicapped individuals. The vast majority received no special help from their employer.

The activity limitations perceived by those with various types of disabilities were examined. To determine job capability of various disabled veterans, activity limitations and abilities must be related to demands of various jobs.

For young, severely disabled veterans, unemployment rate is predictable by the training in which they participated, not by their past involvements in vocational counseling. Whether a veteran is currently out of the labor force and not in training tends to be associated with a history of failing to enter or follow through on counseling and training.

Table III-34

Sample of Young, Severely Disabled Employed Veterans

These cases were randomly selected from veterans under 30 years of age with a combined disability rating of 60 to 100% who reported the job they held longest in 1973. In each case the first disability listed is the primary disability.

Nature of Disabilities	Combined Disability Rating (Percent)	Activities Veteran Considers Moderately or Greatly Limited	Job Held and Employer Arrangements
AMPUTATIONS			
Amputation of both feet	100	Walking, standing, lifting, working overtime	Heavy equipment driver for construction company
Amputation of both feet, partial impairment of the visual field (scotoma)	100	Walking, standing, lifting, using public transportation	Helps run big game checking station for State fish and game commission
Amputation of both feet, arterial hypertension	100	Walking, standing, lifting, handling small objects, using public transportation	Dispatcher for police department
Amputation of both feet, paralysis of peripheral nerves (redicular group)	100	Walking, standing, lifting, using public transportation	Draftsman for defense supply contractor. Employer Arrangement: Employer granted special parking.
Amputation of a hand and foot, fixation of three fingers of one hand, injury to thigh muscle, removal of testis	100	Walking, standing, lifting	Scalehouseman, weighing trucks in and out for oil refinery
Amputation of forearm, disfiguring scars on the head, limitation of arm motion, blindness in one eye, amputated index finger	100	Lifting	Clerk in parts plant of automobile manufacturer
Amputation of forearm, blindness in one eye, scars on head, muscle injuries to leg and shoulder girdle	100	Walking, standing, lifting, handling small objects, working overtime and under pressure, meeting people	Clerk and shelf stocker in grocery store. Employer Arrangement: Employer arranged a reduced time work schedule
Amputation of forearm, skin scars—superficial	90	Driving a car, lifting, handling small objects	Driver counselor—a go-between from drivers to management for moving company

(Continued)

Table III-34 *(Continued)*

Nature of Disabilities	Combined Disability Rating (Percent)	Activities Veteran Considers Moderately or Greatly Limited	Job Held and Employer Arrangements
AMPUTATIONS *(Continued)*			
Amputation of forearm, maleria	60	None	Clerk for U.S. Postal Service
Amputation of hand, injury to thigh muscle, skin scars—superficial, injury to muscle of foot, hearing impairment	70	Walking, standing, handling small objects, work performed while seated	Clerk for U.S. Postal Service
Amputation of leg at thigh, removal of testis, injury to leg muscles, skin scars—superficial	100	Walking, lifting	Farmer, self-employed
Amputation of leg at thigh	60	Walking, standing, lifting, handling small objects, driving a car, using public transportation	Computer operator for a bank
Amputation of leg near knee, injury to muscles of pelvic girdle	100	Lifting	Loan officer at a bank
Amputation of lower leg, injury to muscles of pelvic girdle and shoulder girdle, paralysis of ulnar nerve, injury to muscles of the abdominal wall	70	None	Assembler of engines for air-conditioner manufacturer
Amputation of lower leg, skull injury, deflection of nasal septum	60	Walking, standing, lifting, overtime	Telephone repairman
Amputation of great toe, injury to thigh muscle, amputation of index finger, amputation of toes (other than great), injury to hand muscles	90	Walking, standing, driving a car, working overtime	Gas station attendant

(Continued)

Table III-34 *(Continued)*

Nature of Disabilities	Combined Disability Rating (Percent)	Activities Veteran Considers Moderately or Greatly Limited	Job Held and Employer Arrangements
BONE AND JOINT DISEASES OR INJURIES			
Bone inflammation (Osteomyelitis), impairment of thigh bone (femur) and upper bone of the arm (humerus)	100	Walking, handling small objects, driving a car, using public transportation, working overtime, working while seated, working under pressure and with people	Radio-teletype operator for state highway patrol
Bone inflammation (Osteomyelitis)	100	Walking, standing, lifting, driving a car, using public transportation, working overtime, working while seated	Clerk for soft drink company
Loss of wrist movement (Ankylosis), paralysis of peripheral nerves (radicular group), epilepsy (grand mal)	70	Lifting	Gas station attendant
Impairment of thigh bone (femur), impairment of bones of lower leg (tibia and fibula)	100	Standing, lifting, driving a car, working overtime	Clerk in parts department of farm machinery manufacturer. Employer Arrangement: Employer allows rest periods and keeps overtime work to a minimum.
Impairment of thigh bone (femur)	60	None	Carpenter and service man for mobile home manufacturer
Impairment of thigh bone (femur)	60	Walking, standing, lifting	Automobile body repairman for body shop
Loss of knee movement (Ankylosis), impairment of knee, injury to leg muscles	70	Walking, standing	Counter representative for car rental company
Foot injuries, lung ailment	60	Walking, standing, lifting	Desk clerk at hotel
Foot injuries, limited ankle motion, scars—superficial	60	Walking, standing, working overtime and under pressure	Assembler of hydraulic power units for equipment manufacturer
Loss of movement of spine (Ankylosis)	100	Walking, standing, lifting, driving a car, using public transportation, working overtime, working while seated	Earth moving equipment operator for dirt contractor

(Continued)

Table III-34 *(Continued)*

Nature of Disabilities	Combined Disability Rating (Percent)	Activities Veteran Considers Moderately or Greatly Limited	Job Held and Employer Arrangements
BONE AND JOINT DISEASES OR INJURIES *(Continued)*			
Intervertebral disc syndrome, diabetes mellitus	60	Walking, standing, lifting, handling small objects, driving a car, using public transportation, working overtime, working while seated, working under pressure and with people	Welder for marine repair shop
Loss of part of skull, blindness in one eye, injury to muscles of shoulder girdle and thigh, disfiguring scars on head	80	None	Press operator in factory
Loss of part of skull, organic brain disorder	70	Lifting, working overtime and under pressure	Mail sorter for U.S. Postal Service
Loss of part of skull, chronic brain syndrome	70	Driving a car	Warehouseman for truck manufacturer
Loss of part of skull, chronic brain syndrome	70	Working under pressure and with people	Test driller for geological survey company
Loss of part of skull, disfiguring scars on head	60	None	Transmission lineman for power company
Loss of part of skull, injury to muscles of abdominal wall, scars—superficial	60	Lifting, working under pressure	Beer salesman for beverage distributor
MUSCLE INJURIES			
Injury to shoulder muscles, paralysis of peripheral nerve, injury to hand muscle, skin ailment, psychoneurotic disorder	60	Lifting	Packager in food processing plant. Employer Arrangement: Employer made special arrangements so no heavy lifting would be required.

(Continued)

Table III-34 *(Continued)*

Nature of Disabilities	Combined Disability Rating (Percent)	Activities Veteran Considers Moderately or Greatly Limited	Job Held and Employer Arrangements
MUSCLE INJURIES *(Continued)*			
Injury to shoulder muscles, paralysis of peripheral nerves (radicular group)	60	Lifting, handling small objects, driving a car, working overtime, working while seated, working under pressure	Parts clerk in farm implement store
Injury to shoulder muscles, amputated leg	60	Lifting, driving a car, working overtime	Custodian for public school
Injury to arm muscles, gunshot injury to lungs, injury to muscles of shoulder girdle, disfiguring scars on head, digestive system disorder, arterial hypertension, blindness in both eyes, loss of use of one hand	80	Lifting, handling small objects	First aid attendant for state labor department
Injury to arm muscles, impairment of knee, scars—superficial	60	Walking, working overtime, working while seated	Electrician for electrical contractor
Injury to arm muscles, paralysis of radial nerve	60	Lifting, handling small objects	Telephone testboardman. Employer Arrangement: Employer changed job to one requiring desk work
Injury to arm muscles, injury to thigh muscle	60	Lifting	Sales manager for retail department store
Injury to leg muscles, impairment of upper arm bone (humerus), paralysis of peripheral nerves (radicular group), injury to muscles of shoulder girdle, injury to thoracic muscle group	90	Walking, standing, working overtime, working with people	Groundsman for city golf course
Injury to leg muscles, injury to muscles of thigh, foot, calf, and thorax	80	Walking, standing	Truck driver for air freight company. Employer Arrangement: Employer allows rest periods or time off when disability causes discomfort.

(Continued)

Table III-34 *(Continued)*

Nature of Disabilities	Combined Disability Rating (Percent)	Activities Veteran Considers Moderately or Greatly Limited	Job Held and Employer Arrangements
MUSCLE INJURIES *(Continued)*			
Injury to leg muscles, injury to muscles of calf and thigh	70	None	Automobile mechanic for car dealer
Injury to leg muscles, injury to thigh muscle, anterior leg muscle, flexor muscle of the arm, and muscles of abdominal wall, adhesions of membrane lining abdominal cavity (peritoneum)	60	None	Electrician for electrical contractor
Injury to leg muscles, impairment of thigh bone (femur), malaria	60	Walking, lifting	Spray painter for defense equipment contractor
Injury to leg muscles, disfiguring scars on head, injury to thoracic muscle group, adhesions of membrane lining abdominal cavity (peritoneum), injury to muscles of abdominal wall, injured larynx	60	Walking, standing lifting, working overtime and under pressure	Spot welder for bus manufacturer
PARALYSIS OF THE PERIPHERAL NERVES			
Paralysis of the shoulder, elbow and hand, osteomyelitis (inflammation of bone marrow), traumatic brain disease, paralysis of sciatic nerve, paralysis of cranial nerve (facial)	90	Walking, standing, lifting, handling small objects, working under pressure	Laborer for landscaping company
Paralysis of the shoulder, elbow and hand, injury to pleural cavity, disfiguring scars on head	80	Lifting, handling small objects	Collection and repossession clerk in loan department of bank

(Continued)

Table III-34 *(Continued)*

Nature of Disabilities	Combined Disability Rating (Percent)	Activities Veteran Considers Moderately or Greatly Limited	Job Held and Employer Arrangements
PARALYSIS OF THE PERIPHERAL NERVES *(Continued)*			
Paralysis of the hand and wrist, injury to pleural cavity	70	Walking, standing, lifting, handling small objects, driving a car, working overtime, while seated, working under pressure and working with people	Salesman for industrial equipment distributor
Paralysis of the hand, paralysis of radial nerve	70	None	Claims adjuster for insurance company
Paralysis of the hand, paralysis of peripheral nerve (radicular group), injury to thigh muscle	70	Lifting	Floor sweeper at spark plug plant
Paralysis of the hand	60	Lifting, driving a car, working overtime and while seated	Pressure cooker operator in textile mill
Paralysis of the hand, injury to thigh muscle, muscle injuries (undefined)	60	Handling small objects, working overtime	Pressman for printing company. Employer Arrangement: Employer allowed flexible work schedule
Paralysis of the hand, paralysis of radial nerve, scars—superficial, removal of gall bladder	60	Lifting, handling small objects	Inspector in shipping department of air conditioner manufacturer
Paralysis of the foot, injury to thigh muscle, removal of portion of small intestine, pleurisy	70	Walking, standing, lifting	Carpenter for building contractor
Paralysis of the foot, injury to thigh muscle	60	Walking, standing, working overtime	Truck driver for food transport company

(Continued)

Table III-34 *(Continued)*

Nature of Disabilities	Combined Disability Rating (Percent)	Activities Veteran Considers Moderately or Greatly Limited	Job Held and Employer Arrangements
EYE AND EAR DISEASES AND INJURIES			
Anatomical loss of one eye, disfiguring scars on head, injury to flexor muscle of arm	60	Handling small objects, working with people	Carpet cleaner and installer for rug cleaning company
Blindness in one eye (loss of light perception), disfiguring scars on head, paralysis of peripheral nerve (radiculer group), injury to extensor muscle of elbow, injury to flexor muscle of arm, ankylosis (fixation) of thumb	80	Lifting, handling small objects, driving a car, working overtime, working under pressure	Loan interviewer for credit union. Employer Arrangement: Employer offered change of job duties
Partial blindness (loss of field vision)	70	Driving a car	Janitor for electronics manufacturer
Eye disease (Aphakia), injury to anterior leg muscle, thigh muscle, flexor muscle of elbow, and flexor muscle of arm	70	Walking, standing, lifting, working overtime	Laborer for coffee brewer manufacturer
Eye disease (Aphakia), psychoneurotic disorder, disfiguring scars on head	60	None	Building materials manager in hardware store
Hearing loss, traumatic brain disease, injury to muscles of shoulder girdle and thigh	60	Working with people	Accountant for large corporation
Hearing loss, scars—superficial	60	Working with people	Millwright for forge and machinery company
FACIAL INJURIES			
Loss of part of mandible (jaw bone), loss of part of tongue, chronic inflammation of nasa mucosa (rhinitis), disfiguring scars on head	70	Walking	Telephone tester

(Continued)

Table III-34 *(Continued)*

Nature of Disabilities	Combined Disability Rating (Percent)	Activities Veteran Considers Moderately or Greatly Limited	Job Held and Employer Arrangements
FACIAL INJURIES *(Continued)*			
Disfiguring facial scars, limitation of motion of cervical spine, impairment of bones of lower leg (tibia and fibula), osteomyelitis (inflammation of bone marrow), non-union of mandible, injury to leg muscles, loss of one eye	70	Walking, standing, driving a car, using public transportation, working while seated, working under pressure and with people	Delivery truck driver for a retail florist
Disfiguring facial scars, injury to muscles of shoulder girdle, deflected septum, injury to hand muscles, psychoneurotic disorder	60	Lifting, working while seated	Sales clerk at drug store
RESPIRATORY AND CIRCULATORY DISEASES AND INJURIES			
Tuberculosis	100	None	Salesman in retail audio equipment store
Injury to pleural cavity, injury to muscles of pelvic girdle, shoulder girdle, and abdominal wall, disfiguring scars on head, scars—superficial	70	Lifting, working overtime	Assembler for air conditioner manufacturer
Injury to pleural cavity, duodenal ulcer, injury to hand muscles and leg muscles	60	Working under pressure and with people	Laborer for mining company
Injury to pleural cavity, injury to muscles of shoulder girdle and thigh, neuritis (median nerve)	60	Walking, standing, lifting, working overtime, working while seated	Kiln operator for china manufacturer
Rheumatic heart disease	100	Standing, lifting	Truck driver for trucking company
Pernicious anemia	100	None	Stock clerk in grocery store

(Continued)

Table III-34 *(Continued)*

Nature of Disabilities	Combined Disability Rating (Percent)	Activities Veteran Considers Moderately or Greatly Limited	Job Held and Employer Arrangements
DIGESTIVE AND GENITOURINARY DISEASES AND INJURIES			
Postgastrectomy syndrome (aftereffects of stomach removal), injury to muscles of abdominal wall	90	Lifting	Driver and dispatcher for city blood bank
Postgastrectomy syndrome (aftereffects of stomach removal)	60	None	Laborer and box car cleaner for railroad
Ulcerative colitis (inflammation of colon)	100	Lifting, working overtime, working under pressure	Farmer, self-employed
Chronic nephritis (inflammation of kidneys), intervertebral disc syndrome	100	Lifting	Office clerk for railroad. Employer Arrangement: Employer was liberal in granting time off when disability caused discomfort and for visits to the doctor.
Chronic nephritis (inflammation of kidneys)	60	Standing, lifting, working overtime	Truck driver and loader for lumber company
PSYCHOTIC AND PSYCHONEUROTIC DISORDERS			
Schizophrenic reaction	70	Standing, working under pressure	Paste-up artist for commercial art studio
Schizophrenic reaction	70	Working with people	Surveyor for state highway department
Schizophrenic reaction, injury to leg muscles	70	Driving a car, using public transportation	Clerk and carrier for U.S. Postal Service
Schizophrenic reaction, bronchial asthma	60	None	Truck driver for poultry processor
Psychotic reaction, hyperthyroidism	60	None	Apprentice machinist in die engraving shop. Employer Arrangement: Employer encouraged working at a moderate pace and allowed rest breaks when needed.

(Continued)

Table III-34 *(Continued)*

Nature of Disabilities	Combined Disability Rating (Percent)	Activities Veteran Considers Moderately or Greatly Limited	Job Held and Employer Arrangements
PSYCHOTIC AND PSYCHONEUROTIC DISORDERS *(Continued)*			
Depressive reaction	70	Working with people	Switchman for railroad
Depressive reaction	70	Working under pressure	Assistant tool and die maker for metal products manufacturer
Depressive reaction, intervertebral disc syndrome, bursitis	70	Walking, standing, lifting, handling small objects, driving a car, using public transportation, working while seated, working under pressure and with people, working overtime	Moving van driver for large van line company. Employer Arrangement: Employer alloted extra expense allowance for hiring helpers to load and unload truck.
BRAIN DISEASE AND CONVULSIVE DISORDERS			
Epilepsy, traumatic brain disease, loss of part of skull, impairment of field of vision, injury to flexor muscles of the elbow and to thigh muscle	60	Walking, standing, lifting, handling small objects, driving a car, using public transportation, working while seated, working overtime, working under pressure and with people	Sales and stock clerk in grocery store
Brain disease due to trauma, traumatic brain disease	100	Walking, standing, lifting, handling small objects, driving a car, working overtime, working under pressure and with people	Office manager at a state college
Brain disease due to trauma, loss of part of skull	90	None	Meat cutter at food store

Chapter IV

HOW DISABLED VETERANS LOOK FOR WORK, THEIR JOB SOURCES AND THE COUNSELING AND TRAINING THEY RECEIVE

This chapter discusses how disabled veterans enter the civilian job market and what assistance they get. Topics covered are:

- Job-Seeking Methods
- Experiences With the State Employment Service
- Research Staff's Observations of State Employment Service Practices
- Counseling, Training, and the Role of the Veterans Administration
- Cooperative Relationship Between the U.S. Employment Service and the Veterans Administration
- The Role of Private Veterans' Organizations in Helping Disabled Veterans Find Work

The story of RB, a young disabled veteran, provides an introduction to the chapter. In the five years since leaving military service, RB has used many methods to look for work and to prepare for employment.

RB is a 27-year-old man with a 50% VA disability rating for gunshot wounds to his stomach and intestines. Before going into military service he worked for a year driving a delivery truck after high school, and in the Army he had a combat assignment.

When RB had recovered sufficiently from his wounds he had already decided that he wanted to go to college under the VA vocational rehabilitation program. A VA counselor helped him decide on his major, sociology. In order to augment his living allowance, he worked at night as a "house parent" in a children's home but had to quit that job and college temporarily due to complications resulting from his disability. When he resumed his studies, he did not work at the same time.

RB does not consider his disability a limitation to the career that he was interested in pursuing—social work. Standing, walking, or sitting for long periods of time bothers him, makes him feel uncomfortable, but, he says, he does not consider this a handicap. He feels his disability *did* keep him from finding a suitable job for more than 14 months after he completed his studies.

He tried finding a job through the Employment Service and private agencies, sending resumes directly to employers, answering ads, and taking the Civil Service exams. He received some job offers, but for low pay, no benefits or not related to his interests. For the most part, his applications were rejected. He blames this on application forms that ask for medical histories, which he always filled out accurately. RB considers rejection on medical grounds, when the disability bears no relation to the job to be performed, a form of discrimination.

When RB went to the Employment Service, he wanted advice on the specific names and agencies where he should send resumes. He did not expect job referrals. However, he was disappointed with their lack of knowledge and unwillingness to find out more.

Currently he is a social work assistant for the Civil Service. He secured this position by taking the Federal Service Entrance Examination on the advice of the VA counselor.

JOB-SEEKING METHODS

Studies of the ways people go about finding jobs show a wide range of differences. The job sources they use vary according to such factors as age, sex, race, and kind of job sought. These studies also show that the job search pattern changes, and often expands, as the period of unemployment lengthens.

As noted in Chapter II, percentages shown have been extrapolated from the survey sample data and weighted according to the composition and size of the Veterans Administration compensation and pension file, as of July 1973, for Vietnam-era veterans with service-connected disabilities.

This study posed three questions about job search methods. First, the respondent was asked to check from a list of eight specific job sources, the sources he had used to look for work since leaving the service. In two follow-up questions, the respondent was asked (a) which method he used most often in looking for work and (b) which method he found most useful in getting him the job he held longest in 1973.

The purpose of these questions was to determine whether job search methods differed according to the disabled veterans' age, severity of disability, activity limitations, and current employment status. The questions also allowed us to measure both the range of their job search methods and their predeliction toward approaches that involve an institution or an intermediary rather than on essentially individual methods requiring more independent search.

Earlier studies were usually confined to investigating job-seeking methods used during a particular period of unemployment or a particular period of time, usually a year or two. In this study, the disabled veterans were asked to assess their total job-seeking experiences since leaving the service—a period ranging from one to eight years, with an average of three years. Depending on the veterans' work history, their responses to the questions about their job search methods could reflect one or more occurrences of job change and/or periods of unemployment.

Because of these differences in approach, it is not appropriate to use these data to compare the job search practices of disabled veterans with data concerning job seekers investigated in earlier studies. It is possible, however, to consider whether the different ways veterans have searched for jobs relate to their age and disability characteristics and to their current employment status.

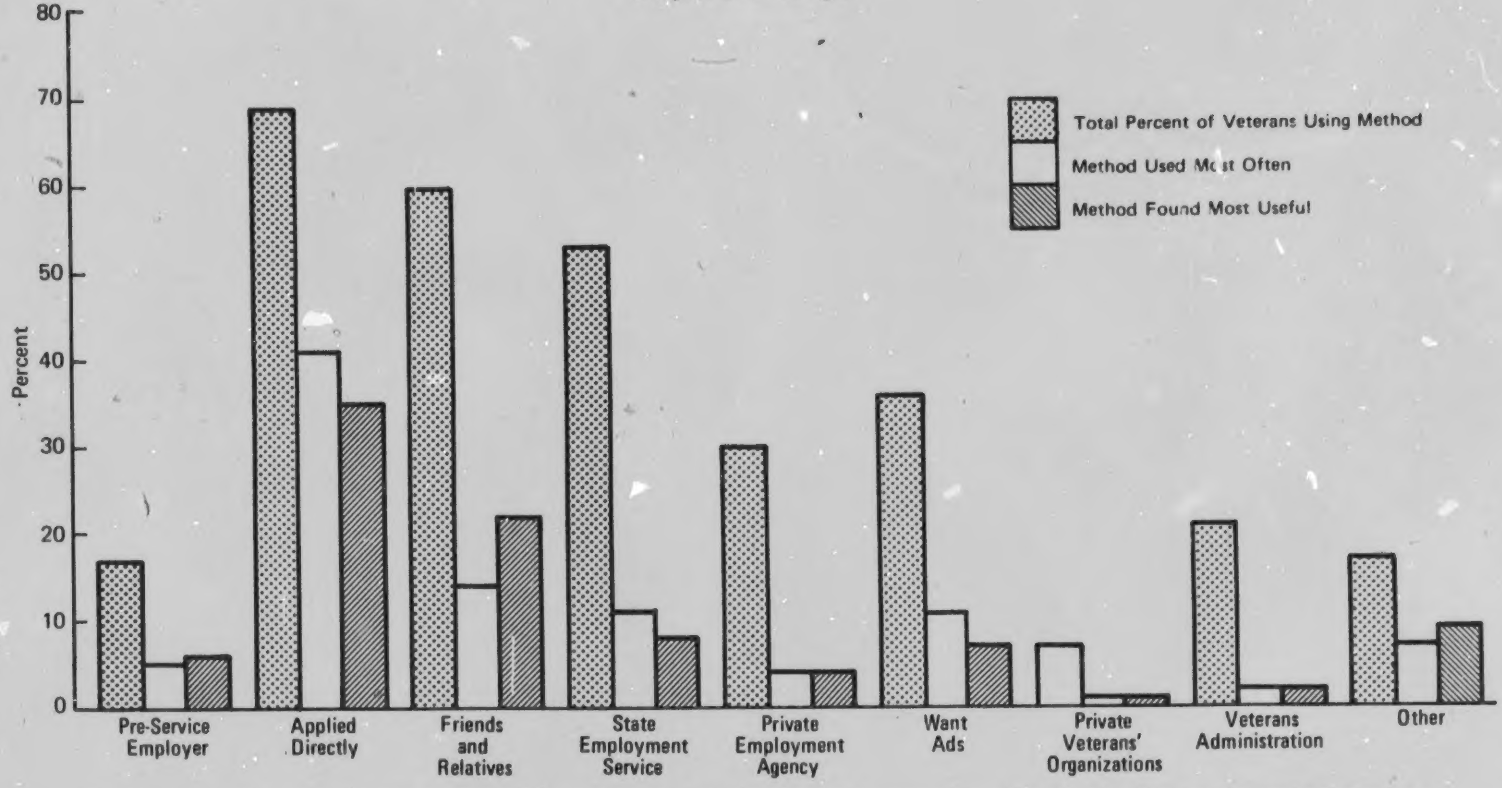
JOB SEARCH METHODS USED

An overview of the kinds of job search methods used by disabled veterans is shown in Figure IV-1, which covers veterans employed during 1973, except for those self-employed or in a family business. Since leaving the military, 7 out of 10 veterans had applied directly to employers, 6 out of 10 had used friends or relatives to get job contacts, and just over half had checked with the State Employment Office. Slightly more than a third of the veterans had placed or answered advertisements, and 3 in 10 had visited private employment agencies. The VA was sought out by 21% of the veterans, and private veterans organizations were contacted by 7%. Less than 20% returned to and still worked for their pre-service employers. As Figure IV-1 indicates, disabled veterans used a variety of job search methods—on the average, three approaches.

The respondents were also asked to indicate the method they used most often since leaving the service and the method they found most useful in obtaining the job they held longest in 1973 (Figure IV-1). The method of applying directly to the employer was selected by a wide margin in both instances. Using friends and relatives ranked next in

Methods Used When Looking for Work, Most Often Used and Most Useful Method:[a] Veterans Reporting Job Held Longest in 1973[b,c]

(Projected Percentage)



[a] Based on responses to the question: "Below are ways people try to find jobs. Mark all the ways you used when looking for work after leaving the service. Which one method did you use most often? Which one method did you find most useful?"

[b] Excludes self-employed and those in family business.

[c] Data on which this figure is based are presented in Appendix Table A-IV-1 and Text Table IV-1.

Figure IV-1

both popularity and usefulness, with the State Employment Service and want ads sharing the third rank.

More critical questions concern the relationship between job search methods and characteristics that may affect the veterans' job chances. For example, does the veteran alter his approach to the job search in order to adapt to the type or degree of his disability, age, or geographic environment?

The relationship between job search methods used, age, and severity of disability is shown in Appendix Tables A-IV-1 and A-IV-2. With one exception, veterans with slight disabilities use the various methods in about the same proportions as do the moderately or severely disabled in the same age group. The exception is the moderately or severely disabled veteran, who relies somewhat more heavily on the VA.

Veterans of different ages, however, show some distinct patterns in their use of job search methods (Figure IV-2). For example, the younger veterans rely more heavily on friends and relatives, on advertising, and on the VA than do the older veterans. The young are also more likely to return to their pre-service employer. The older veterans, on the other hand, are more likely to seek a second career by using other methods such as the Civil Service Register (as shown by their heavier use of the category "OTHER").

In considering the job search methods used most often and found most useful, the differences among the age groups diminish somewhat, but the same general pattern of method selection prevails (see Table IV-1). The older veterans also tend to rely on direct application to employers to a greater degree than the younger veterans, although all age groups use this method more extensively and find it more useful than any other.

EMPLOYMENT STATUS AND JOB SEARCH METHODS

There appear to be moderate differences in the ways currently employed and unemployed disabled veterans have looked for work (Table IV-2). A greater proportion of the employed veterans indicate they have most often applied directly to the employer for their jobs, while the unemployed veterans have used more diversified methods. Proportionately, the unemployed make more use of the State Employment Service and want ads, and the longer term unemployed tend also to depend on friends and relatives. A similar pattern emerges from the methods endorsed as most useful. These data suggest that the unemployed veterans, especially those unemployed the longest, tend to rely more upon job search methods involving a personal or institutional intermediary (friends and relatives and the employment service). Conversely, they are less inclined to favor a direct canvass of employers.

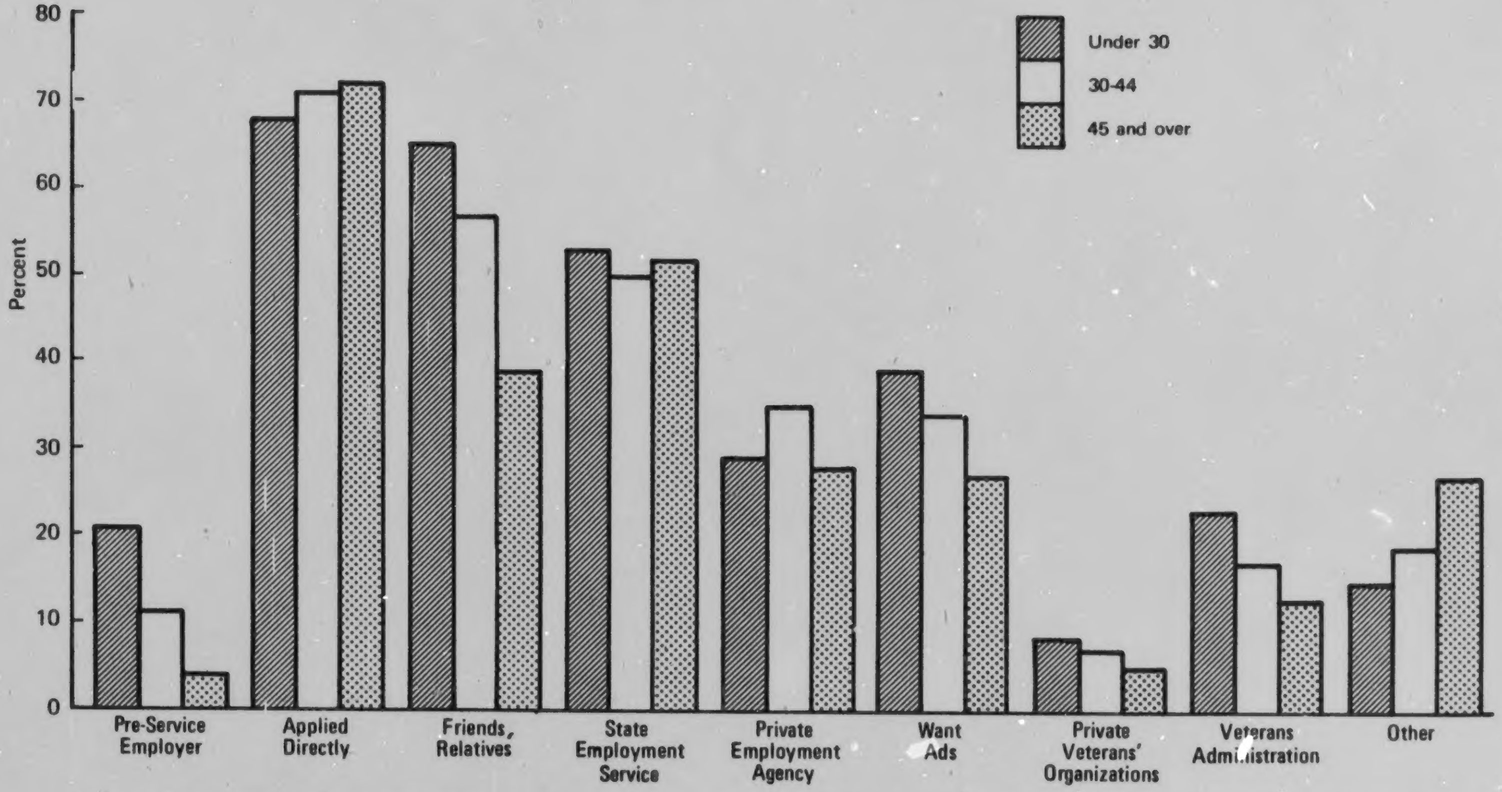
RANGE OF THE JOB SEARCH

Different ways of looking for work may also serve to distinguish groups of disabled veterans. For example, it seems likely that the severely disabled may have to restrict the range of their job search and perhaps concentrate on methods that provide intermediaries to help develop specific job opportunities. This possibility is strongly suggested later in the chapter when we explore some of the kinds of services that disabled veterans feel would help them find suitable work. As we shall see, the severely disabled, especially, endorse those services that would assist them in their dealings with employers. However, the severely, moderately, and slightly disabled are hardly distinguishable by the range of job search methods they use (Table IV-3).

Age, on the other hand, has some relation to the variety of methods used (Table IV-4). The older veterans are more likely to restrict the range of their job search.

Methods Used When Looking for Work[a] After Leaving the Military, By Age Group: Veterans Reporting Job Held Longest in 1973[b,c]

(Projected Percentage)



[a] Based on responses to the question: "Below are ways people try to find jobs. Mark all the ways you used when looking for work after leaving the service."
[b] Excluding self-employed and those in family business.
[c] Data on which this figure is based are presented in Appendix Table A-IV-1.

Figure IV-2

Table IV-1

Methods Used Most Often and Methods Found Most Useful,[a] By Age Group: Veterans Reporting Job Held Longest in 1973[b]

(Projected Percentage)[c]

Age	Job Hunt Methods									Unweighted N
	Preservice Employer	Applied Directly	Friends and Relatives	State Employment Service	Private Employment Agency	Want Ads	Private Veterans Organization	Veterans Adminis-tration	Other	
Method Used Most Often										
Under 30	7	39	15	11	3	12	--	2	7	3901
30 to 44	3	45	11	11	6	10	--	1	7	1212
45 and Over	1	45	10	10	5	8	1	1	12	804
Total	5	41	14	11	4	11	--	2	7	5917
Method Found Most Useful										
Under 30	7	32	25	9	3	7	--	2	7	3901
30 to 44	4	37	17	8	5	7	1	1	10	1212
45 and Over	2	45	13	5	3	4	--	1	15	804
Total	6	35	22	8	4	7	--	2	9	5917

[a] Based on responses to the question: "Below are ways people try to find jobs. Which one method did you use most often? Which one method did you find most useful?"

[b] Excluding self-employed and those in family business.

[c] Percentages in this and many other tables are extrapolated from the survey sample data and weighted according to the composition and size of the Veterans Administration compensation and pension file, as of July, 1973, for Vietnam-era veterans with service-connected disabilities. The procedure used is described in detail in Chapter II.

Table IV-2

Methods Used When Looking for Work, Most Often Used and Most Useful Method,[a] By Employment Status: Veterans in the Labor Force Who Reported Longest Held Job in 1973[b]

(Projected Percentage)

Employment Status	Job Hunt Methods									Unweighted N
	Preservice Employer	Applied Directly	Friends and Relatives	State Employment Service	Private Employment Agency	Want Ads	Private Veterans Organization	Veterans Adminis-tration	Other	
Method Used Most Often										
Employed Now	6	41	14	10	4	11	--	2	8	4525
Unemployed for 12 Weeks or Less	1	39	11	19	3	17	--	2	5	347
Unemployed for More Than 12 Weeks	1	28	20	20	3	15	1	2	7	133
Total	5	41	14	10	4	11	--	2	7	5005
Method Found Most Useful										
Employed Now	6	35	21	8	4	7	--	2	9	4525
Unemployed for 12 Weeks or Less	2	35	29	15	3	8	--	1	3	347
Unemployed for More Than 12 Weeks	2	24	32	18	3	6	1	2	5	133
Total	6	35	22	8	4	7	--	2	9	5005

[a] Based on responses to the question: "Below are ways people try to find jobs. Which one method did you use most often? Which one method did you find most useful (when looking for work after leaving the service)?"

[b] Excluding self-employed and those in family business.

Table IV-3

Range of Job Search,[a] by Severity of Disability:[b] Veterans Reporting Job Held Longest in 1973[c]

(Projected Percentage)

Severity of Disability	Range of Job Search			Unweighted N
	Low	Moderate	High	
Slight	45	35	21	1939
Moderate	43	33	24	2466
Severe	44	34	22	1512
Total	44	34	22	5917

[a] Range of job search indicates the number of methods (out of a total of 9 listed methods) the veteran used when looking for work. Low: 1-2 methods; moderate: 3-4 methods; high: 5 or more methods.

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[c] Excluding self-employed and those in family business.

Table IV-4

Range of Job Search,[a] by Age: Veterans Reporting Longest Held Job in 1973[b]

(Projected Percentage)

Age	Range of Search			Unweighted N
	Low	Moderate	High	
Under 30	41	36	23	3901
30 to 44	48	31	21	1212
45 and Over	54	31	15	804
Total	44	34	22	5917

[a] Range of job search indicates the number of methods (out of a total of 9 listed methods) the veteran used when looking for work. Low: 1-2 methods; moderate: 3-4 methods; high: 5 or more methods.

[b] Excluding self-employed or those in family business.

Half (54%) of the veterans aged 45 and over report using only one or two methods in their job search. Only two out of five younger veterans under age 30 were similarly restrictive. Conversely, almost one in four of the younger veterans, compared to one in six of the older veterans, used five or more of the listed methods. These modest differences by age group are perhaps accounted for by the unique circumstances of the older disabled veteran. Typically, he leaves the service with a full military career behind him. His search for a new line of work may be more concentrated, because his work preferences and skill areas have been more narrowly defined than those of the younger disabled veteran.

The range of job search methods used since leaving the service might also be expected to differ among the currently employed and the unemployed veterans, and Table IV-5 shows the extent to which this is so. Almost twice as many employed veterans (47%) reported using only one or two job search methods. The contrast is especially apparent among the long-term unemployed veterans, two-fifths of whom reported using five or more different job sources. Only one-fifth of the employed veterans reported using job search methods as extensively.

Table IV-5

Range of Job Search,[a] by Employment Status: Veterans in the Labor Force Who Reported Longest Held Job in 1973[b]

(Projected Percentage)

Employment Status	Range of Search			Unweighted N
	Low	Moderate	High	
Employed	47	34	19	4525
Unemployed 12 Weeks or Less	25	41	34	347
Unemployed More Than 12 Weeks	25	34	41	133
Total	44	34	22	5005

[a] Range of job search indicates the number of methods (out of a total of 9 listed methods) the veteran used when looking for work. Low: 1-2 methods; moderate: 3-4 methods; high: 5 or more methods.

[b] Excluding self-employed or those in family business.

The meaning of these differences cannot be interpreted with certainty. The employed may have selected fewer, but more effective, methods in their job hunt. More probably, those veterans who happened to be unemployed at the time of the survey had been unemployed longer and, therefore, tried a greater variety of job-seeking methods, as their sense of urgency to find work increased.

As we noted earlier (Table IV-2), the disabled veteran who has been unemployed for a long period tends to exhibit a moderate preference for methods that involve intermediaries in the job search process. Also, earlier studies have indicated that as the unemployment period lengthens there tend to be periodic surges of job-seeking efforts during which a variety of methods are tried. Eventually, the pace of these efforts dwindles and a sense of frustration and resignation takes hold. Since the present study was not designed as a longitudinal study, it does not adequately explore this process. However, these facets of the job search process are poignantly illustrated in many of the letters (Appendix D) sent to the project director by veterans who felt the need to supplement their survey responses with a fuller account of their job-seeking experiences.

One veteran wrote describing his efforts to find a good job in the three years since he left service: "I ran into everything you could imagine just trying to get work to care for my family. You ask in your questionnaire what Race was I. I am a *Black* man. I went from gas pumps to Inspector for Motor Vehicles Department of______. But looking back I know no man anywhere should have to wait three years to get a decent job. Labor unions, newspaper ads, and even State Employment Offices don't really help. You get the run around day after day, you go, you look, soon you run out of money, no food, no car, then where do you go? For six months after service I tried, and I mean all State, city, private, personal, and you name it. This last job I have now was gotten through the State Employment Office, and only because some very dear friend knew I needed work."

JOB-SEEKING ORIENTATION

In addition to identifying the number and specific kinds of job search methods used, we tried to better understand the disabled veterans' basic orientation to job seeking. Some of the methods used are clearly institutional in character. The job seeker depends on a service organization, either private or public, to provide him with leads to potential employers. These institutional modes include the State Employment Service, private employment agencies, private veterans organizations, and the VA.

Other job search methods on the list require more direct action. The job seeker must initiate and follow through on a possible job opening without formal assistance from an organization. These more independent methods of job seeking include applying directly to employers without a referral, getting suggestions from friends or relatives, and placing or answering advertisements.

Disabled veterans were strongly oriented to the more independent forms of job seeking—nearly two-thirds of all the respondents used more independent than institutional methods. Only 15% of the veterans used more of the institutional methods. The remaining 22% used equal numbers of both types.

Although the severely disabled veteran might be expected to rely heavily on institutional methods, this was not the case. His reliance on institutional intervention was no greater than that of the moderately or slightly disabled veteran (Table IV-6).

There are some age differences among veterans who tend to prefer the more independent job search methods. Two-thirds of the younger veterans under 30, but only half of the veterans 45 and over, were oriented to the more independent methods. The older veterans also were more likely to balance their choices of methods between the institutional and independent modes (Table IV-6).

Of the disabled veterans who were working or looking for work during the survey year, the employed veterans tended to be somewhat differently oriented to job-seeking methods than the unemployed (Table IV-7). Almost two-thirds of the employed showed a leaning toward the independent methods, compared with only half of the veterans unemployed for more than 12 weeks. Although a majority of each group preferred independent methods, the unemployed veterans generally indicated a greater use of either a balanced orientation or the institutional route. It should be stated again, however, that the unemployed, especially the long-term unemployed, having probably spent more time in job seeking after leaving the service, had expanded the range of their search to include more methods.

SUMMARY

Disabled veterans find jobs primarily on their own—by contacting employers directly, by following leads from friends, or from want ads. Only one veteran in eight has determined that the best way to find a job is through an organization such as the State Employment Service, VA, private employment agencies, or private veterans organizations.

Table IV-6

Job-Seeking Orientation,[a] by Age and Severity of Disability:[b] Veterans Reporting Longest Held Job in 1973[c]

(Projected Percentage)

Age/Severity of Disability	Job-Seeking Orientation			Unweighted N
	Institutional Leaning	No Leaning	Independent Leaning	
Under 30				
Slight	14	20	66	1290
Moderate	14	23	63	1548
Severe	16	23	61	1063
Total	15	21	65	3901
30 to 44				
Slight	15	20	66	410
Moderate	18	27	55	518
Severe	19	27	54	284
Total	16	22	62	1212
45 and Over				
Slight	18	33	49	239
Moderate	17	26	57	400
Severe	14	34	52	165
Total	1	31	52	804
Total Veterans	15	22	62	5917

[a] Job-seeking orientation refers to methods used when looking for work after leaving the military: Institutional includes State Employment Service (SES), private employment agencies, private veterans organizations, and the VA. Independent includes applying directly to employers, getting suggestions from friends and relatives, and placing and answering advertisements.

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[c] Excludes self-employed and those in family business.

Job searching by severely disabled veterans differs little from that of other disabled veterans.

Currently unemployed disabled veterans use more job finding sources than the employed. They also tend (especially those unemployed the longest) to rely more on job search methods that involve a personal or institutional intermediary. Conversely, they are less inclined to favor a direct canvass of employers.

More young than older veterans rely heavily on friends and relatives, the use of advertising, and the VA. The young are also more likely to return to their pre-service employer. The older veteran is more likely to seek a second career by using specialized methods such as the Civil Service Register.

Table IV-7

Job-Seeking Orientation,[a] by Employment Status: Veterans in the Labor Force Who Reported Longest Held Job in 1973[b]

(Projected Percentage)

Employment Status	Job-Seeking Orientation			Unweighted N
	Institutional Leaning	No Leaning	Independent Leaning	
Employed Now	14	22	64	4325
Unemployed 12 Weeks or Less	18	24	58	347
Unemployed More Than 12 Weeks	22	28	51	133
Total	15	22	63	5005

[a] Job-seeking orientation refers to methods used when looking for work after leaving the military: Institutional includes SES, private employment agencies, private veterans organizations, and the VA. Independent includes applying directly to employers, getting suggestions from friends or relatives and placing and answering advertisements.

[b] Excludes self-employed or those in family business.

EXPERIENCES WITH THE STATE EMPLOYMENT SERVICE

KINDS OF DATA COLLECTED

Among the questions considered in this section are the following:

(1) Which disabled veterans used the State Employment Service in their search for employment?

(2) To what extent did the veterans identify themselves as disabled to the State Employment Service?

(3) What SES services did the disabled veterans think would be useful in their job hunt and to what extent were these services provided?

(4) To what extent did SES referrals lead to specific job offers?

Veterans Using the State Employment Service

All of the disabled veterans who had looked for a job since leaving the service were asked the question, "Did you use the State Employment Office to try to find a job?" Almost three out of four (73%) said they did, and this proportion hardly varied among veterans with different degrees of disability (Table IV-8). Age differences, however, are notable. Proportionately, more of the older disabled veterans (45 years of age and over) acknowledged using the SES.

Among the disabled veterans under 30 years of age, several clear patterns of utilization of SES are evident among race and education groupings (see Table IV-9). The job seeker with a college degree is somewhat more likely to have used the SES—a pattern that is consistent for both white and nonwhite veterans. In each educational category—except college graduate—however, the nonwhite group somewhat more often mentions SES as a source. Of course, these data indicate only the fact of use or nonuse of SES since leaving the service. As shown in the previous section, they do not indicate that SES was either the method used most often, or the one assessed as most useful for obtaining employment.

Table IV-8

Used State Employment Service (SES) to Try to Find a Job,[a] By Age and Severity of Disability:[b] Veterans Who Looked for Work Since Leaving the Service

(Projected Percentage and Unweighted N)

Severity of Disability	Age						Severity Totals	Total Unweighted N
	Under 30		30 to 44		45 and Over			
	%	N	%	N	%	N		
Slight	70	1282	77	403	81	261	73	1946
Moderate	71	1685	77	558	80	462	74	2705
Severe	67	1472	72	446	75	323	69	2192
Age Totals	70	4390	77	1407	80	1046		

[a] Based on responses to the question: "Did you use the State Employment Office to try to find a job?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table IV-9

Used State Employment Service to Try to Find a Job,[a] By Race and Education for Veterans Under 30 Years of Age: Veterans Who Looked for Work Since Leaving the Service

(Projected Percentage and Unweighted N)

Education	Race				Education Totals	Total Unweighted N
	White		Nonwhite[b]			
	%	N	%	N		
High School Dropout[c]	66	486	74	171	68	657
High School Graduate	64	1337	73	311	65	1648
Attended College[d]	70	1303	82	241	71	1544
College Graduate	82	443	83	36	82	479
Race Totals	68	3569	76	759		4328

[a] Based on responses to the question: "Did you use the State Employment Office to try to find a job?"

[b] Nonwhite includes veterans who classified themselves as Black, Spanish-American, Oriental, or other.

[c] High school dropout includes the responses "less than 8th grade" and "less than 12th grade."

[d] Attended college applies to those who went to college but did not graduate from a four-year college.

Identifying Disablement

A total of 47% of the veteran respondents acknowledged that SES knew about their disability when they were being processed as job seekers; another 20% said they were not rated for disability by the VA at the time they sought SES help; 16% did not answer this question, which leaves a total of 17% of the respondents who categorically stated that SES did not know about their disability while they were seeking services there. The slightly disabled veteran was twice as likely to be unidentified as disabled compared to the severely disabled veteran. These data are limited and tenuous, because of the unusually high rate of nonresponse; however, it does seem that, at least as the veterans perceived it, about 20% of the slightly disabled and just under 10% of the severely disabled were not identified as disabled by SES personnel. As a result, they did not receive the priorities and program services designed for disabled veterans.

Also, in each severity category, the young veterans under age 30 were identified as having a disability more often than the older veterans (Figure IV-3). More than two-thirds of the young, severely disabled veterans were identified while about one-half of the veterans over 30 years of age with severe disability affirmed that SES knew about their disability. This difference could be explained by the age differences in disability type shown in Table III-33. Young veterans more often have the orthopedic disabilities which can be easily observed.

Fulfillment of Needs

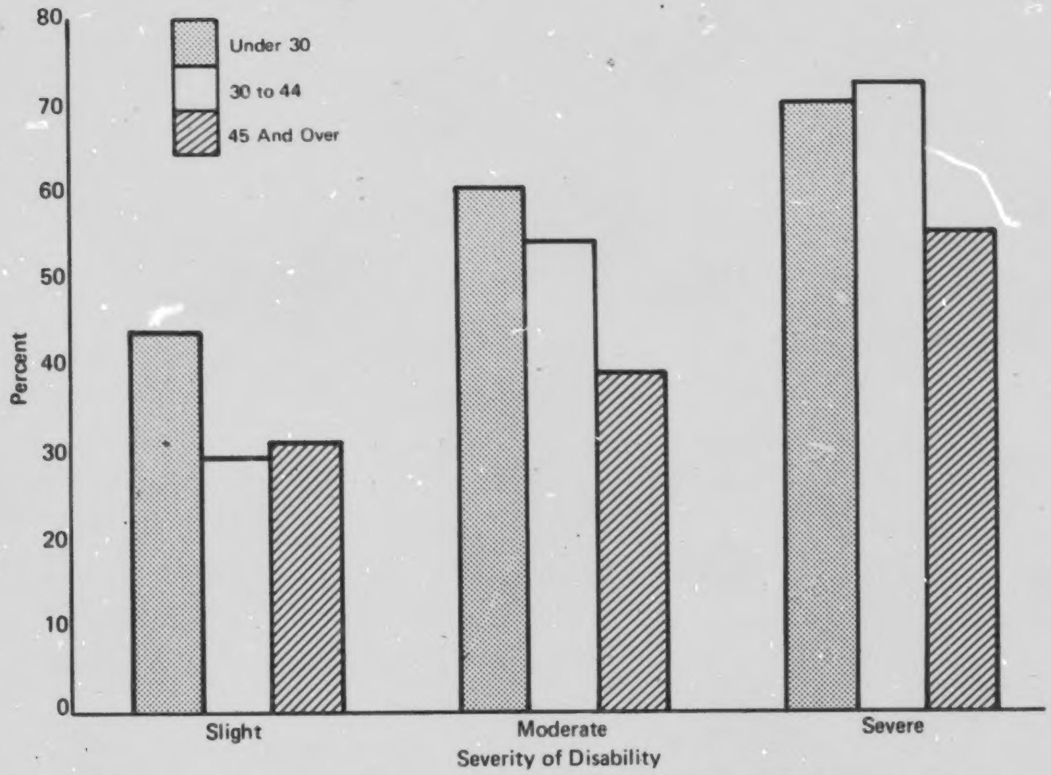
The veterans who indicated they used SES in their search for a job were asked about six specific kinds of help that might have been useful to them—ranging from help in filling out employment office applications to help in contacting employers interested in hiring the veteran (Figures IV-4 and IV-5). They were asked if they needed each of these forms of SES assistance and whether they actually received such help.

There is considerable variation in the veterans' perception about both the kinds of SES assistance they thought they needed and the assistance they actually received. For example, more than four out of five of the veterans visiting SES offices were interested in receiving a list of job openings that would help them decide what jobs to apply for (Figure IV-4). However, about half of those wanting this service felt they did not receive it. Similarly, advice on how to talk with employers about their disabilities and their job experience and abilities was needed by 37% of the visiting veterans, but most (86%) of those wanting this help said the SES failed to provide it.

Three services—information about job training, help in deciding what kind of work to look for, and help in contacting employers interested in hiring the veteran—drew similar patterns of response. Some three out of five veterans felt the need of such services, but about half of those felt they did not actually get the needed service. Help in filling out employment office application forms was the one listed service which most of the interested veterans acknowledged actually receiving. (In fact, this was the one service given to veterans who felt they did not need such help.)

Perceived employment service needs varied little according to the veterans' degree of disability with the exception of the veterans' need for advice on how to talk to employers about their disabilities and abilities (Figure IV-5). Only one-third of the slightly disabled veterans felt they needed such help, while almost half of the severely disabled veterans expressed such a need. In both the slightly disabled and the severely disabled groups, however, only one in eight who wanted this help stated that they actually received it.

Help in talking to employers was especially important to severely disabled veterans under age 30, more than half of whom expressed a need for it (Appendix Table A-IV-4). However, only one in ten of this group said he actually received it.



Veterans Identified as Disabled by State Employment Service,[a] By Age and Severity of Disability:[b] Veterans Using SES to Find a Job[c]

(Projected Percentage)

[a] Based on responses to the question: "Did the people at the State Employment Office know of or find out that you had a service-connected disability?"

[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

[c] Data on which this figure is based are presented in Appendix Table A-IV-3.

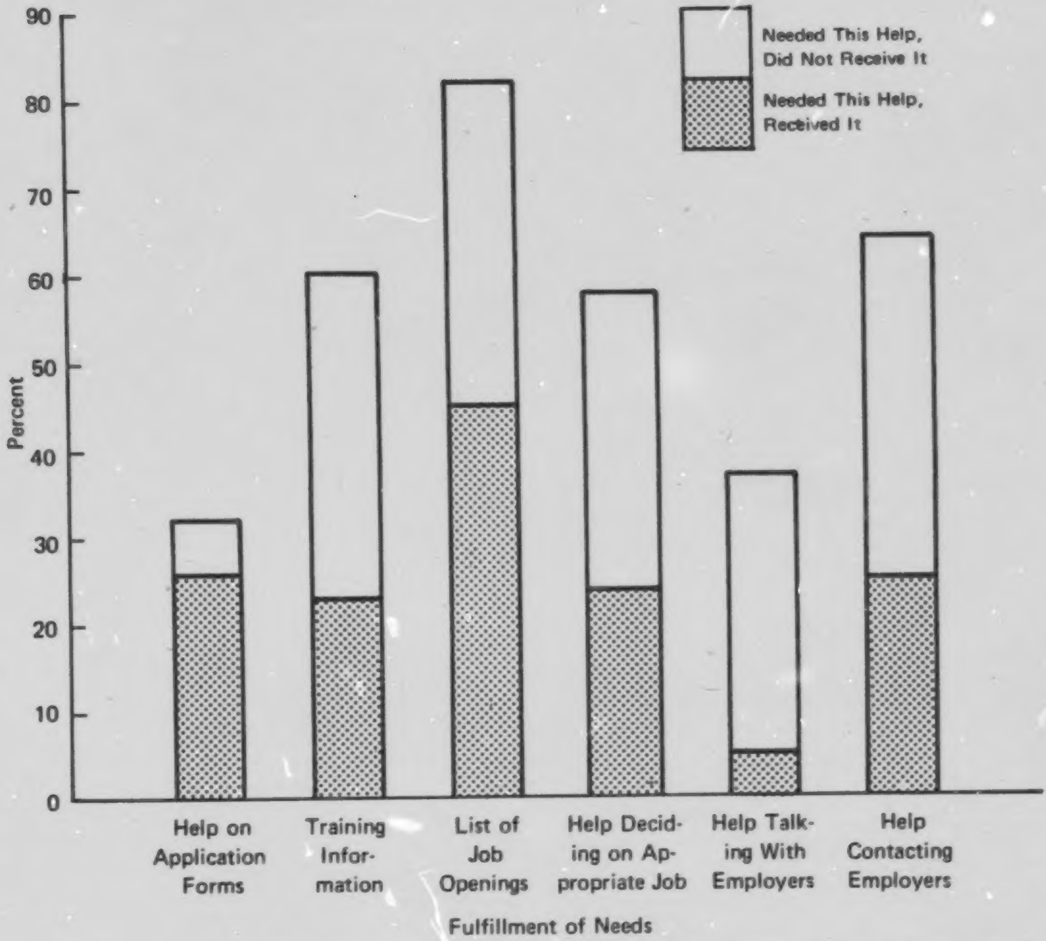
Figure IV-3

The felt urgency of this need is further substantiated by comparing the responses of veterans who cited many limitations on job-related activities due to their service-connected disability with those who cited few or no such limitations (Figure IV-6). As would be expected, a majority (53%) of the veterans with many limitations expressed this need compared to only 28% of those who said their service-connected disability did not limit their activities. As the figure shows, an overwhelming majority of all veterans who expressed this need for help with employers said they did not receive it at SES offices.

To further explore this felt lack of fulfillment for help in talking with employers, the younger veterans were divided by both type, and severity of disability. The question under study was: Do veterans with certain types of disabilities call for this form of help more often than others? Because disabled veterans are classified according to an extensive list of diagnostic categories, this analysis can be shown in a limited way only, by dividing the veterans into three broad groups: those with neuropsychiatric disabilities, those with orthopedic problems, and those in all other diagnostic categories (Figure IV-7). Data are

Fulfillment of Needs at Employment Service:[a] Veterans Using SES to Find a Job[b]

(Projected Percentage)

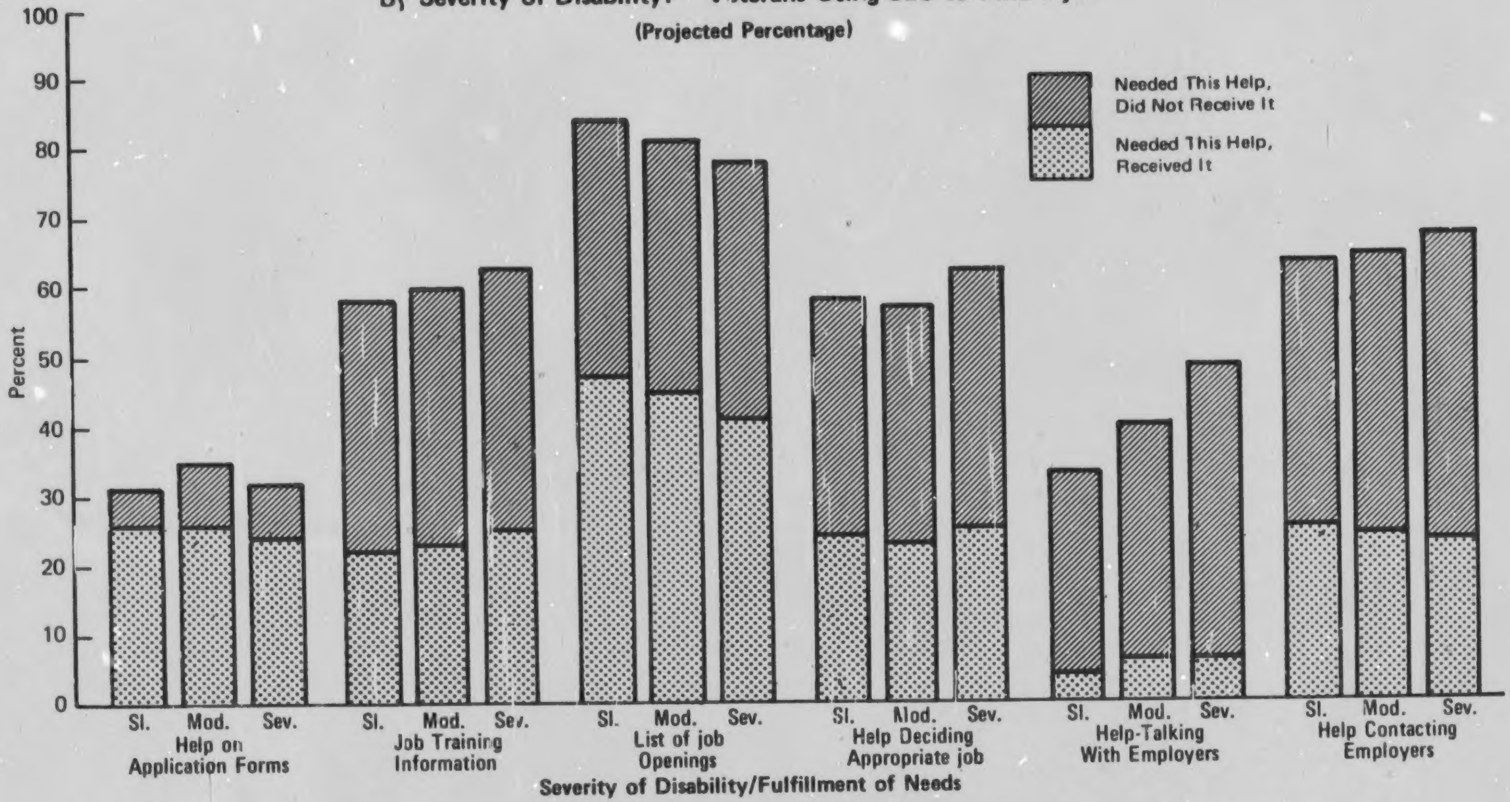


[a] Based on responses to the question: "Below are kinds of help some people get at the State Employment Office. Answer for each kind of help: Did you need this kind of help when you went to the State Employment Service? Did you actually get this kind of help when you went to the State Employment Service?"

[b] Data on which this figure is based are presented in Appendix Table A-IV-4.

Figure IV-4

Fulfillment of Needs at Employment Service,[a]
By Severity of Disability:[b] Veterans Using SES to Find a job[c]
(Projected Percentage)

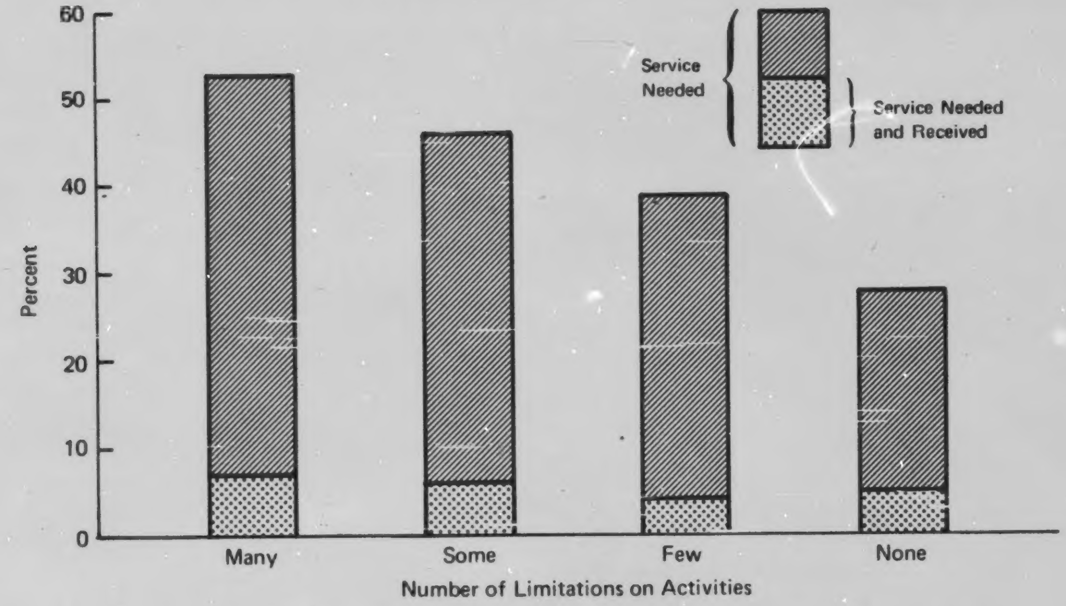


[a] Based on responses to the question: "Below are kinds of help some people get at the State Employment Offices. Answer for each kind of help: Did you need this kind of help when you went to the State Employment Service? Did you actually get this help at the State Employment Service?"
[b] Severity of disability: Slight (Sl.)-10-20% combined disability rating; Moderate (Mod.)=30-50%; Severe (Sev.)=60-100%.
[c] Data on which this figure is based are presented in Appendix Table A-IV-4.

Figure IV-5

Fulfillment of a Need at the Employment Service— Help With Talking to Employers About Disabilities and Abilities,[a] By Number of Limitations on Activities:[b] Veterans Using SES to Find a Job[c]

(Projected Percentage)



[a] Based on responses to the question: "Below are kinds of help some people get at State Employment Offices. Answer for each kind of help: Did you need this kind of help when you went to the State Employment Service? Did you actually get this help at the State Employment Service?" (advice on how to talk to employer about my disability and my abilities).

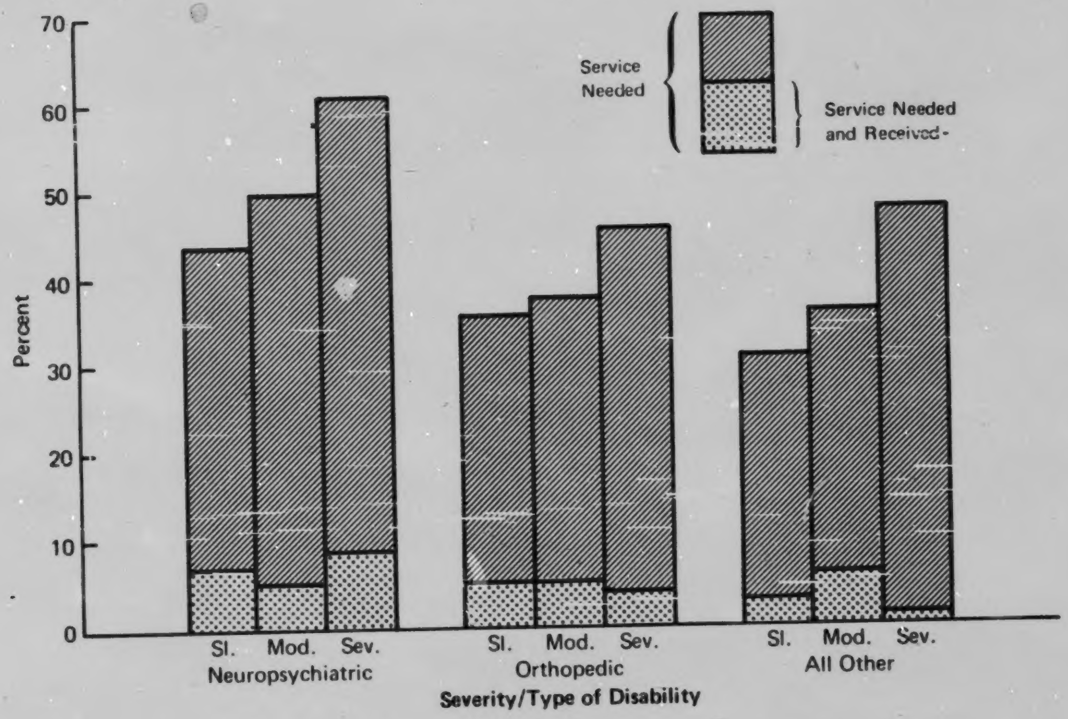
[b] A veteran was classified as limited in the specific activity if he checked that he was "moderately" or "very greatly" limited in that activity. "Many" is five or more activities, "some" is three or four activities, and "few" is one or two activities.

[c] The data on which this figure is based are presented in Appendix Table A-IV-8.

Figure IV-6

Fulfillment of a Need at the Employment Service—
Help With Talking to Employers About Disabilities and Abilities,[a]
By Type and Severity of Disability[b] for Veterans Under 30 Years of Age:
Veterans Using SES to Find a Job[c]

(Projected Percentage)



[a] Based on responses to the question: "Below are kinds of help some people get at State Employment Offices. Answer for each kind of help: Did you need this kind of help when you went to the State Employment Service? Did you actually get this help at the State Employment Service?" (advice on how to talk to employers about my disability and my abilities).

[b] Type of disability: Orthopedic includes bone, muscle and joint injuries and disease, and amputations; neuropsychiatric includes central and peripheral nervous system damage and disease, and neuroses and psychoses.

[c] Data on which this figure is based are presented in Appendix Table A-IV-9.

Figure IV-7

shown only for the younger veterans under age 30 since there are clearly rather strong age biases among the diagnostic categories. This is particularly true for the "other" diagnostic category, which includes circulatory, respiratory, and other degenerative ailments to which the older veterans are especially prone. Veterans with severe disabilities expressed the greatest need for help in talking to employers in each of the three diagnostic categories. For each disability level those with neuropsychiatric disorders most often stated they needed such help.

The special problems of those with neuropsychiatric disorders in communicating with employers are illustrated in the comments made in a letter from a young veteran with a 60% disability rating: "I have seizures but they are controlled by medicine. When you apply for a job, in any size town, the minute you mention you have seizures, the employer automatically says, 'We don't have an opening right now but we'll call as soon as we do!' You *never* get that call . . . Eventually you get wise to this and you never list the seizures on the application form, you never tell anyone, and you hope like hell your medicine doesn't fail you on the job."

Rural/Urban Differences in Employment Service

From the foregoing data, it is apparent that some of the needs of disabled veterans were served better than others. These service differences may be a function of locale—the needs of disabled veterans living in metropolitan areas may differ from those living in small towns and rural areas. Also, the ability of SES offices to respond to these needs may vary. For example, a larger complement of personnel and more effective adaptation to the needs of the disabled might be expected in metropolitan offices. The offices in small cities, on the other hand, may offer a limited, but more personalized, service.

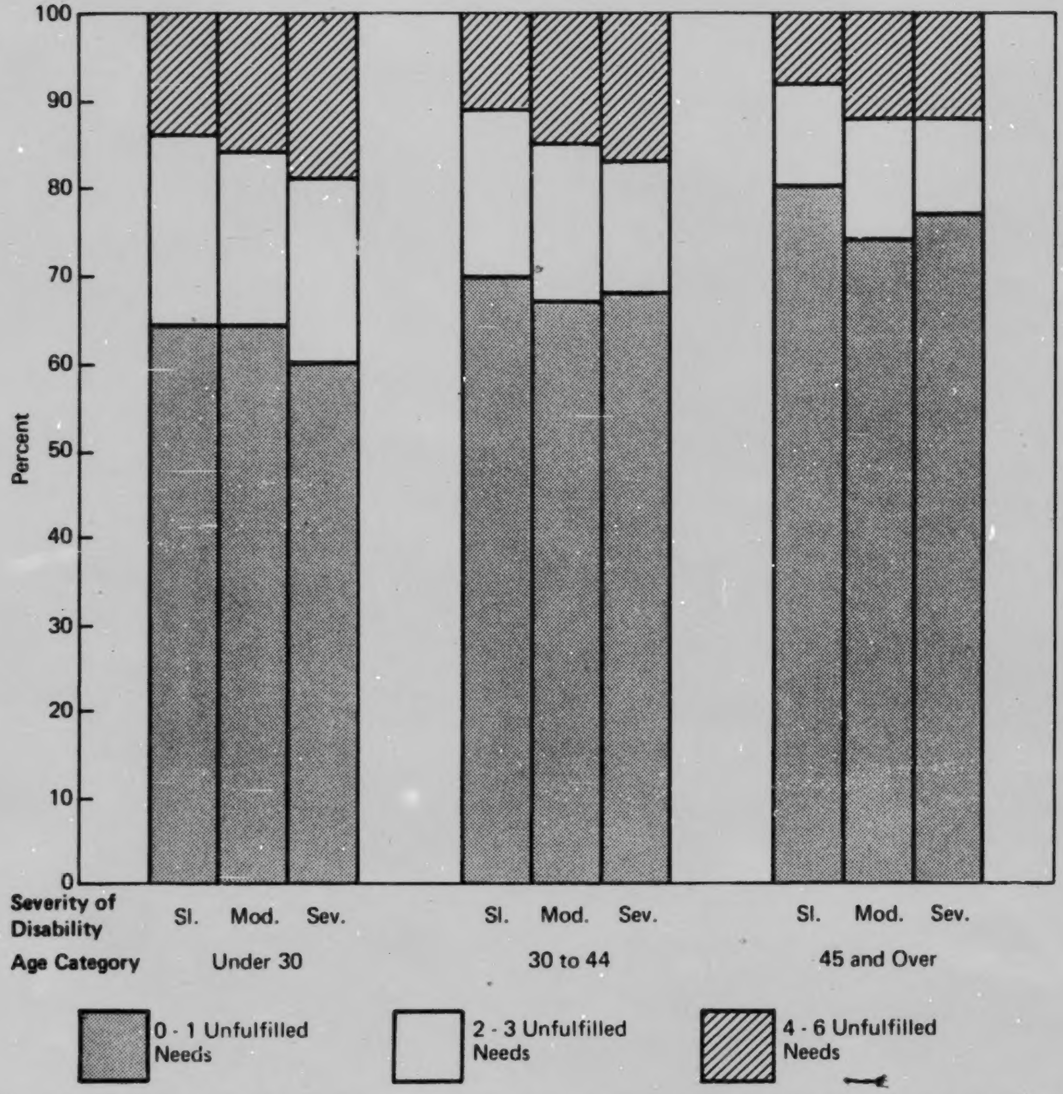
These possibilities were examined by comparing the disabled veterans' assessments of the services they received with the type of areas in which they lived. Surprisingly, needs of veterans from major metropolitan and smaller communities proved to be similar, although slightly higher proportions of veterans from the less populated areas called for help in filling out application forms and for information about job training. With few exceptions, the extent to which service needs were fulfilled or unfulfilled also varied little among veterans living in various sized communities. A slightly higher proportion of veterans from small towns and farm areas felt that their need for information about job training was not satisfied. Proportionately, too, slightly more veterans from medium-sized and small cities—compared to those from either large cities or small towns and farm areas—were not satisfied with the opportunity given them to look over lists of job openings. (See Appendix Table A-IV-5).

Number of Unmet Needs

In addition to the specific employment service needs that were not met by SES, it may be useful to consider the frequency of such failures. Are some groups of disabled veterans more likely to have their service needs remain unfulfilled than others? For example, veterans with severe disabilities might be expected to require a greater variety of services that would be less easily met. Since SES offices typically process and provide services to large numbers of the unemployed, they may be less able to provide the individualized assistance often required by the severely disabled. One might further expect that the older disabled veteran would experience more difficulty in getting the range of needed services than the younger.

To examine such suppositions, the veterans' responses about the services they felt they needed but did not receive were summed for each individual. These summations distinguished veterans whose stated service needs were well met from those who felt their needs were less well, or even poorly, met. Among veterans who differed in age and severity of disability, the older, rather than the younger, veterans reported substantially fewer unmet service needs (Figure IV-8). And within each age group there was a modest,

Number of Unfulfilled Employment Service Needs,[a]
By Age and Severity of Disability:[b] Veterans Using SES to Find a Job[c]
(Projected Percentage)



[a] Based on responses to the question: "Below are (6) kinds of help some people get at State Employment Offices. Answer for each kind of help: Did you need this kind of help when you went to the State Employment Service? Did you actually get this help at the State Employment Service?"

[b] Severity of disability: Slight (Sl.)=10-20% combined disability rating; moderate (Mod.)=30-50%; severe (Sev.)=60-100%.

[c] Data on which this figure is based are presented in Appendix Table A-IV-10.

Figure IV-8

but fairly consistent direct relationship between severity of disability and reported frequency of unmet needs.

A similarly consistent relationship is apparent among employed and unemployed disabled veterans, with higher proportions of the unemployed reporting that many of their needs were unmet (Table IV-10). Such a relationship, of course, must be viewed in proper perspective. Obviously, the needs of the employed were satisfied, some of them by the SES. The unemployed, on the other hand, simply because they were unemployed, were much more likely to report unmet service needs. In fact, it seems surprising that the differences were not greater.

Table IV-10

Number of Unfulfilled Needs at the Employment Service,[a] By Employment Status: Veterans Using SES to Find a Job

(Projected Percentage)

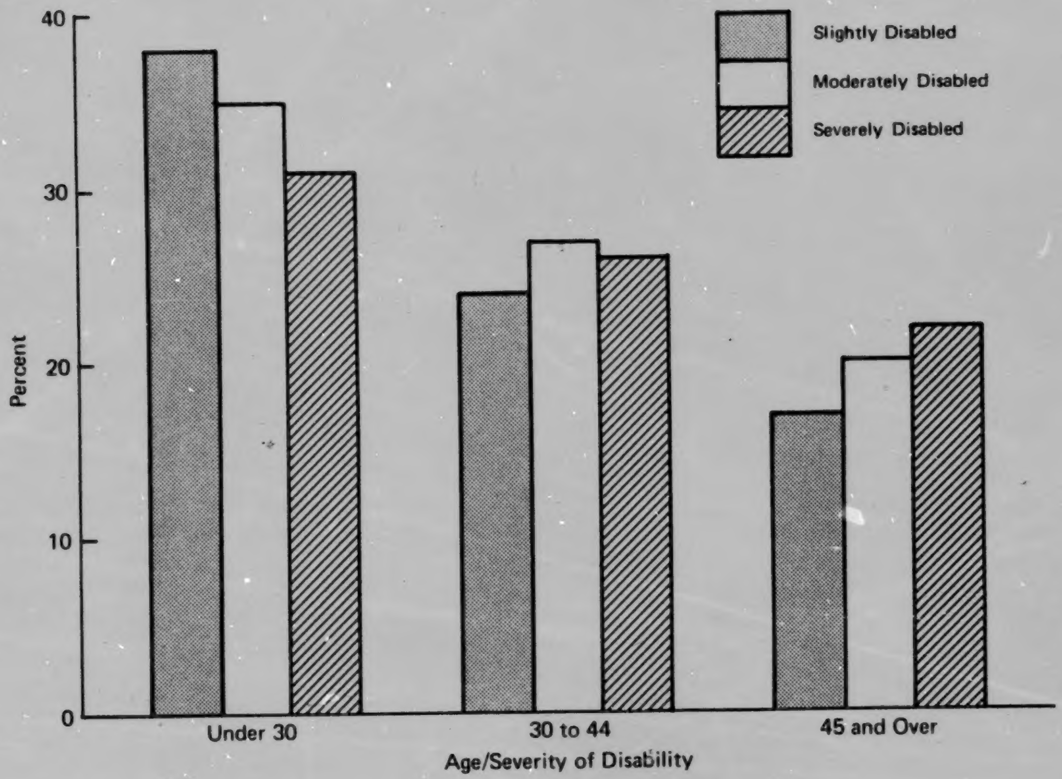
Employment Status	Unfulfilled Needs			Unweighted N
	Low (0-1)	Medium (2-3)	High (4-6)	
Employed	69	19	12	3261
Unemployed	57	23	19	594
Total	67	19	14	3855

[a] Based on responses to the question: "Below are (6) kinds of help some people get at State Employment Office: Answer for each kind of help: Did you need this kind of help when you went to the State Employment Office? Did you actually get this help at the State Employment Office?"

Job Offers From ES Referrals

Since leaving the service, three out of four disabled veterans used the SES in trying to find a job (Table IV-8). An important question is: How many were actually offered jobs as a result of referrals from SES offices, and who among the disabled veterans were more likely to receive offers of work? Some of the differences by age and severity of disability are presented in Figure IV-9. Of all the veterans who used the SES while looking for work, slightly less than one-third reported getting one or more job offers from SES referrals. More of the young veterans received job offers, and among those under 30, the slightly disabled reported job offers somewhat more often than the severely disabled (38% and 31%, respectively). One-fourth of the veterans in the 30 to 44-year age group reported job offers, compared to one-fifth of the veterans in the 45 and older age group. As the figure shows, severity of disability was associated with job offers among the younger veterans. Among the two older age groups however, the slightly and severely disabled are not significantly different.

Veterans' responses about SES job offers should be interpreted with caution. Almost one-fourth of the respondents did not answer the question, and the better educated had the highest rate of nonresponse. This unusually high rate of nonresponse suggests that some significant ambiguity was built into the questionnaire item. (See Appendix Tables A-IV-6 and A-IV-7.) It seems likely that those who had no referrals from SES skipped the item.



Received One or More Job Offers From SES Referrals,[a]
By Age and Severity of Disability:[b] Veterans Using SES to Find a Job[c]
(Projected Percentage)

[a] Based on responses to the question: "Of the employers you were referred to by the State Employment Office, how many offered you a job?"

[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

[c] Data on which this figure is based are presented in Appendix Table A-IV-11.

Figure IV-9

SUMMARY

The majority of disabled veterans have checked with SES as part of their job hunt. (Proportions vary slightly according to age, severity of disability, and educational level.) Of those visiting SES, one disabled veteran in five was not so identified. Slightly disabled and older veterans were especially likely not to be classified as disabled.

The SES service that veterans wanted most commonly was a list of job openings that would help them decide what jobs to apply for. Many veterans also needed job training information, help in deciding what kind of work to look for, and someone to help find employers interested in hiring them. Only about half of those with such needs reported that they actually obtained them. Help in filling out the SES application forms was needed by a minority of veterans, most of whom received it.

Advice on how to talk with employers about disability and abilities was desired by one-third of the veterans, but few of them reported actually getting it. The severely disabled were more likely to want this help. (Otherwise, the needs of the severely disabled were much the same as those of the less disabled veterans.) We find that veterans with neuropsychiatric conditions at every disability level are more likely to want help in communicating with employers than those with other disorders. Only one veteran in three going to the SES to find a job reported that he received a job offer from an SES referral. In short, the survey shows that while most disabled veterans used the SES to look for a job, many failed to get the services they felt they needed.

RESEARCH STAFF'S OBSERVATIONS OF LOCAL SES EMPLOYMENT OFFICE PRACTICES

INTRODUCTION

In the last section, we discussed how the disabled veterans felt about SES services when they went to these offices for help in finding employment. This section describes those services on the basis of information and impressions obtained during visits to the SES offices by members of the research staff, who visited 21 local employment offices in 11 states. We talked with the local office manager, the Local Veterans Employment Representative (LVER), and in some cases with counselors and interviewers. Also, at each office we reviewed a few application cards and counseling records of Vietnam-era veterans with service-connected disabilities.

PROCESSING THE DISABLED VETERAN APPLICANT

Disabled veterans applying for job assistance at the State Employment Service Offices visited were processed the same way as other veterans. They completed an application form and were sent to an employment office interviewer. If they so requested, they were sent instead to the Veterans Employment Representative (LVER). In the smaller offices, all veterans were usually referred to the LVER if possible. A few offices, on establishing that the veteran was disabled, always sent this type of applicant to the LVER. The applicant was also referred to a counselor if the interviewer or the LVER established that he was not "job ready," or if it was clear that he had a disability that was causing serious job-finding problems. The counselor would assign to the disabled individual a code number identifying the handicap and would recommend testing or training programs.

In offices with the Job Information Service (JIS) system, the "job-ready" applicant usually studied the job listings on his own. He would select openings and then return to the interviewer for job referrals, with the interviewer first checking the applicant's basic qualifications for the job. In offices without the JIS, the interviewer usually reviewed the job listings himself and selected jobs for which the applicant was qualified.

The procedure for identifying applicants with service-connected disabilities differed somewhat from office to office. Usually, SES applications asked whether the individual had a handicap. If the applicant marked that he did have a handicap, the interviewer would then question the applicant about the disability mentioned to determine whether it was service-connected.

From discussions with employment office managers, it seems that this method of identifying disabled veterans would probably result in under-reporting the number of service-connected disabled veterans being served. For one thing, many of these veterans do not regard themselves as significantly handicapped; furthermore, some would probably hesitate to report a handicap for fear of restricting the number of job referrals.

Some states request information about service-connected disabilities on the employment service application card. The application card for one state asks, "Do you have a VA rated disability?" Another form even asks if the disability is less or more than 30%, and whether the veteran was separated from the service because of the disability.

PRIORITY SERVICE AND PREFERENCE FOR THE DISABLED VETERAN

In every SES office visited, the office manager and the LVER stated that their policy was to give priority to disabled veterans on job or training referrals. There were various systems for implementing this preference, of which the most effective was probably that observed in an employment office with a separate veterans section. This section received all job orders one or two days before they were released to the rest of the office.

All SES offices visited reported that since July 1973 they had been flagging the records of veterans with disability ratings of 30% or more. These records were then separated in the files and given first consideration for new job openings. In every office the LVER reported that he checked periodically to be sure that veterans' preference was maintained.

Federal contractors who submit a mandatory listing of jobs to the employment service are required by Executive order to give "special emphasis" to the employment of "disabled veterans and veterans of the Vietnam era." When asked how employers interpreted this "special emphasis," employment officer managers and LVERs either responded with a "don't know" or stated that there was no way to determine whether an employer is in fact giving "special emphasis" to these veterans. It should be noted that the Executive order does not define "special emphasis."

JOB OR TRAINING SELECTION

In many cases, the SES offices did not seem to have made a careful analysis to determine whether the applicant's job choice was appropriate to his disability. Frequently, information on the disability was incomplete or unclear, and failed to indicate how the disability would affect performance of various job activities. Furthermore, we found only one or two counselors who had access to, or made use of a handbook of selective placement for the handicapped. Selection placement handbooks, printed and distributed by many State Employment Services, define the general principles to be followed by the Employment Service in its selective placement of handicapped individuals. In such handbooks each disability is usually listed according to the handicap code number and name. The handbook generally defines and describes the disorder, gives clues as to how it can be identified, and points out significant factors to be considered in placing individuals with this disability.

Those applicants found to be "job ready" usually seemed to be referred to jobs without further consideration of their physical handicaps. The remainder were referred to counselors because they were not "job ready" or were having difficulty finding work.

A possible reason why counselors did not make a more careful examination of job selection as it relates to disabilities is that they were commonly instructed *not* to record on the counseling form any judgments about the kinds of work an applicant should or should not do. In addition, counselors stated that while they might advise against a certain type of job, the applicant's own choice would always be primary in deciding whether to make the referral.

One of the problems in large offices was finding a counselor who was completely familiar with a given counseling case, since the applicant was usually referred to different counselors from time to time.

JOB PLACEMENT AND DISABLED VETERANS

SES offices generally proceeded as follows in helping to place disabled veterans: If the veteran was considered qualified for a job opening in which he was interested, he was referred to the employer. The referral procedure consisted of writing the information about the job, together with the employer's name and address, on a piece of paper and giving it to the applicant. If the applicant wished, the SES interviewer or counselor called the employer to make an appointment. The counselors usually suggested to a disabled applicant that the prospective employer be contacted in advance to advise him of the disability, but they did not make such contacts unless authorized by the applicant.

Based on information on application and counseling records, employment office personnel usually received little feedback on the results of referrals, other than whether the applicant was hired. Consequently, unless SES offices also engaged in job development activities, they had little actual knowledge of employer resistance to disabled applicants.

In asking about barriers to the placement of disabled veterans, we learned that neuropsychiatric cases were generally the most difficult to place. Also, a job applicant with a record of having been in a VA hospital was sometimes stigmatized as a probable neuropsychiatric case, alcoholic, or drug user. The physical examinations commonly required of job applicants by large organizations were also described as an important barrier to the employment of disabled persons.

Finally, the counseling records of disabled individuals and the discussion of these cases with counselors, indicated clearly that many of those who received counseling had problems and deficits apart from the disability that made it difficult to get a job—for example, lack of education, lack of job experience and skills, and poor job attitudes.

JOB DEVELOPMENT AND DISABLED VETERANS

While job placement means referring individuals to jobs listed by employers with the employment service, *job development* involves contacting employers to find possible jobs for applicants. Job development is performed by interviewers, counselors, and LVERs.

Extensive job development efforts were probably discouraged by the system for evaluating and reporting employment offices' work. The system used emphasized the number, rather than the quality, of services—number of job placements, number of placements in training, the number referred to counseling.

Job development efforts were also frustrated occasionally by clients who failed to show up for appointments, as well as by those who simply dropped out of the counseling without explanation and were not heard from again. In the latter cases, the assumption is that the client somehow found a job on his own or had moved to another locality.

In the typical large city office, still another factor often operated to discourage job development and counseling efforts, namely, the lack of a long-term contact between employers and particular employment office personnel. Under the job-bank system, employers called in their jobs to the job bank, rather than to a particular interviewer. The problem here is this: Since many employers feel there is a certain amount of risk involved in hiring a disabled person, it is particularly important for them to have confidence in the employment office interviewer or counselor who refers the disabled worker. The employer should feel that the employment office interviewer thoroughly understands the requirements of the job and is not asking him to assume an unjustified risk in hiring the applicant.

One state was conducting an apparently ideal job development effort for disabled veterans. Additional personnel, themselves young disabled Vietnam veterans who were quite presentable to the business community, were assigned to the employment office. They were not bound by quotas or numbers of placements and were also free to spend considerable time making personal contacts with employers on individual cases. These job developers had additional prestige because they were working directly under the governor. Individual case discussions with these men showed how time-consuming the development of jobs for severely disabled individuals could be, when the objective was not merely to place the applicant, but to find the best possible job for him.

Community size proved to be an important factor in successful job development. The job developer in the small community was able to do a more effective job than the one in a large community, mainly because in the small community the SES staff had usually maintained personal contacts with many employers in the community. In addition, the load of cases requiring job development help was small. Our impression was that the LVERs in the big cities were much less knowledgeable about which employers were likely to hire handicapped workers than were LVERs in the small communities.

REFERRAL TO OTHER ASSISTANCE AGENCIES AND ORGANIZATIONS

Veterans were commonly referred to the VA for information about veterans' benefits when the LVER could not provide it. For moderately or severely disabled individuals, the State Vocational Rehabilitation Agency was a possible source of additional help. In fact, in one of the states visited there seemed to be a particularly close relationship between this agency and the employment service. Employment office interviewers and counselors made a practice of referring severely disabled people to the state agency for counseling, testing, and assistance in job placement.

None of the offices we visited reported referring applicants to the national veterans organizations, such as the Disabled American Veterans or the American Legion, for information on veterans benefits and claims or for help in locating a job.

SERVICES TO THE LONG-TERM UNEMPLOYED DISABLED VETERAN

With one exception, employment offices informed us that disabled veterans were contacted and called in for an interview after they had drawn unemployment compensation for 13 weeks. The interview was intended to determine the veteran's job-finding status and to offer any help that he might need. There was no indication that the long-term unemployed disabled veteran was assigned a special high priority in getting job referrals, or that special intensive job-finding efforts were mounted on his behalf. Several LVERs commented that they had found that a high proportion of the long-term unemployed were not actively interested in finding work.

REPORTING AND EVALUATING SERVICES TO THE DISABLED VETERANS

In every office the LVER informed us that he monitored services to veterans by looking over application forms and counseling records. While the LVER in small offices was generally very familiar with individual cases of moderately and seriously disabled veterans, this was not true in the large offices. This was probably because there were fewer cases in the small offices, and the LVER typically interviewed all these individuals himself. Furthermore, he tended to have a close working relationship with the counselors, which promoted a free discussion of cases.

In only one state did the State Veterans Employment Representative (SVER) require each office to produce periodically a detailed case-by-case report of services to disabled veterans. In evaluating local employment offices, the SVER typically tabulated a few applications randomly selected from the file and examined a few counseling cases. One counselor, who said that he was asked to select the counseling cases to be examined by the SVER, added, "We know the kind of counseling cases he wants to see." In some instances, the SVER discussed the implications of his findings with the local office staff.

SUMMARY

Services to Disabled Veterans

Our visits to the 21 public employment offices disclosed the following:

(1) In each office a disabled veteran who had trouble finding work or who was not ready to take a job would talk to a counselor. (In most cases a disabled individual who was job ready and who had no obvious problem in finding work would not talk to a counselor; instead, he would study the job listings on his own and then be referred by an employment service interviewer to openings he selected.)

(2) The counselor assigned a number code to the veteran's handicap and considered with him the need for job training and testing with the General Aptitude Test Battery. When appropriate, some veterans were referred to training programs. Others selected jobs from the listings, in consultation with the counselor. In some cases the counselor would telephone the employer to make an appointment for the veteran, but he rarely followed up with the employer by telephone after the job interview.

(3) If there were no suitable job openings in the job listings, the counselor (or other SES personnel) canvassed employers by telephone for suitable openings and/or interviews for the disabled job seeker. In some cases, especially in the smaller communities, this telephone canvass had been preceded by extensive employer contacts. This gave the SES staff an in-depth knowledge of the employer's operations and hiring requirements; at the same time, it gave the employer confidence that SES applicants would be qualified. There were a few SES counselors who maintained a file of employers who had proved interested in hiring handicapped individuals. Also, a few SES personnel made personal visits to employers as a part of the job development process for disabled veterans.

Factors Limiting Services

The following conditions tended to limit the services a disabled veteran received at some of the 21 SES offices:

(1) Because some disabled veterans were not identified as such at the SES offices they could not be accorded any of the special assistance to which they were entitled.

(2) The typical SES staff had little feedback from employers on the disabled veterans' contacts with employers.

(3) The evaluation of SES work in terms of number of placements and referrals, etc., generally discouraged spending extra time in counseling and job development for disabled veterans. Such time-consuming work was not generally well recognized by the SES management.

(4) SES staff members often lacked the prior contacts with employers that provide an in-depth knowledge of the employers' operations and requirements. Such knowledge supports effective job development efforts by giving the employer confidence that only generally qualified applicants will apply for his job openings.

(5) Disabled veteran applicants did not always cooperate fully with SES personnel; for example, they missed appointments and failed to keep SES staff members informed of their employment situation.

(6) The disabled veteran with job-finding difficulties usually had employment handicaps in addition to his disability, such as low education level, lack of job experience or training, and a prior employment record showing he held jobs for short periods of time.

(7) SES personnel commonly believed that many of the long-term unemployed disabled veterans were not seriously interested in finding work.

(8) SES counselors often either did not have available, or did not use, information relating kinds of disabilities to work limitations.

(9) SES counselors sometimes were not familiar with, or did not make use of, specialized agencies or organizations for handicapped individuals in their community or state.

COUNSELING, TRAINING, AND THE ROLE OF THE VETERANS ADMINISTRATION

The disabled veteran has access to a variety of assistance programs, which are reviewed and discussed elsewhere in this report. A primary form of readjustment assistance consists of programs designed to guide the veteran into a line of work that is compatible with the limitations imposed by his disability as well as with his interests and aptitudes. Typically, these programs involve counseling, the development of a plan for education or training, and some form of subsidy while in school or training. Not all disabled veterans use these programs, nor do all who begin them complete the process. This section describes the disabled veterans' experience with such programs, emphasizing how the use of the programs varied among veterans according to their type and severity of disability, age, and current employment status.

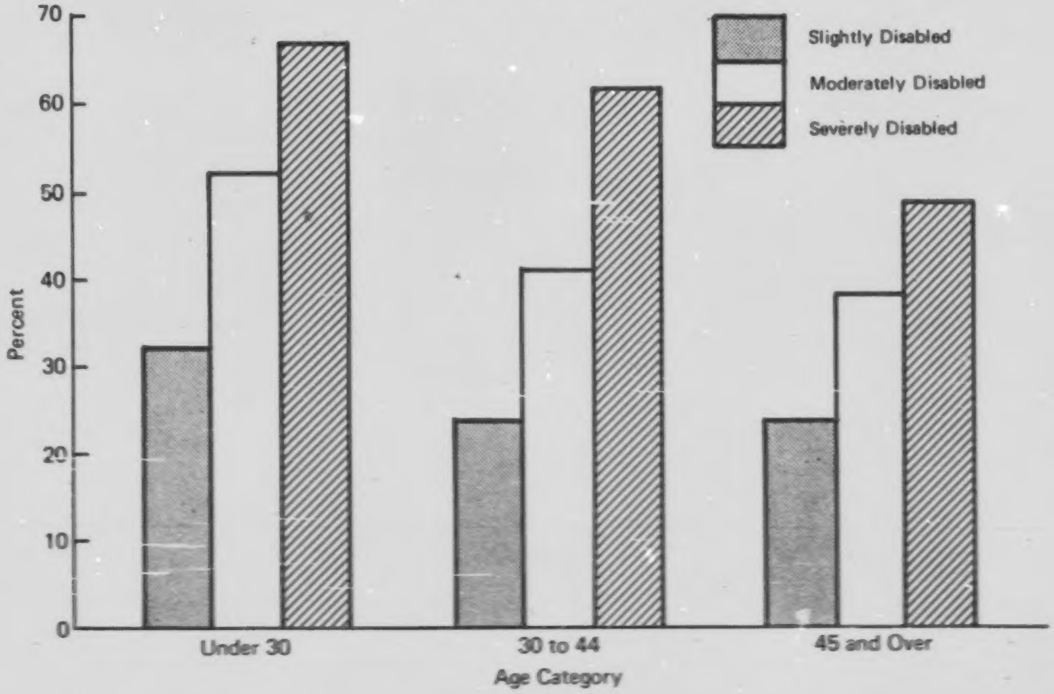
COUNSELING

Of the entire group of disabled veteran respondents, slightly less than 40% acknowledged that they received counseling to help them make plans for training, education, or work. Age and severity of disability were strongly associated with the reception of such counseling (Figure IV-10). The younger veterans sought counseling more often than the older ones, and the severely disabled oftener than the slightly disabled. Some 66% of the severely disabled veterans under 30 received training, education, or work-related counseling after leaving the service, compared to about 25% of the slightly disabled veterans, 45 years of age and over. These differences are partly accounted for by the structure and eligibility requirements of some VA programs. For example, VA Vocational Rehabilitation requires counseling prior to enrollment and is ordinarily limited to veterans with a disability rating of 30% or more.

There were also substantial differences in participation in counseling among veterans with neuropsychiatric, orthopedic, and "other" types of disabilities. Among the younger veterans under age 30 with slight, moderate, and severe disabilities, higher proportions of

Received Counseling to Make Training Plans,[a] By Age and Severity of Disability:[b] Total Sample[c]

(Projected Percentage)



[a] Based on responses to the question: "After you got out of the service, did you receive counseling to help make plans for training, education, or work?"

[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

[c] Data on which this figure is based are presented in Appendix Table A-IV-12.

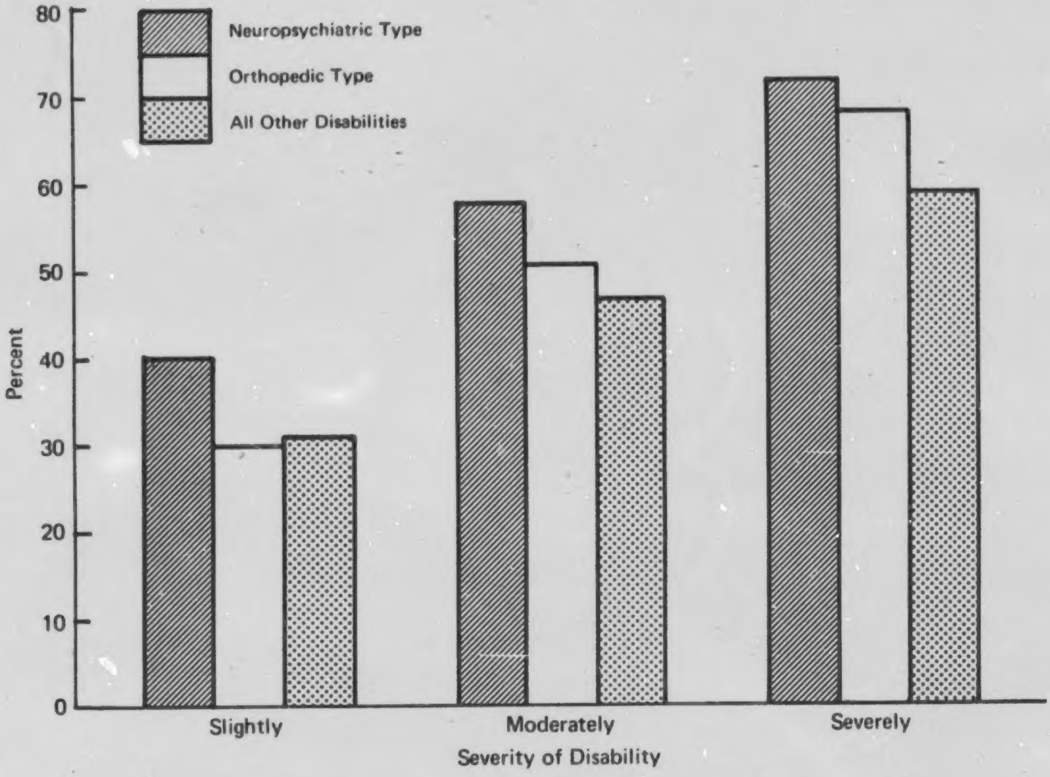
Figure IV-10

those with neuropsychiatric types of disabilities reported receiving training, education, or work counseling. (Figure IV-11).

With severity of disability held constant, participation in the counseling process also varied by race and education (Figure IV-12). Veterans who designated themselves as "nonwhite" reported more frequent counseling than those who designated themselves as white. This applied in each of the three severity groupings. The same general pattern of variation held when veterans were grouped by level of educational attainment. College level veterans received counseling somewhat more frequently than high school dropouts and high school graduates, and within each educational grouping, the "nonwhite" veterans recorded proportionately more counseling (see Appendix Table A-IV-8).

Received Counseling to Make Training Plans,[a] By Type and Severity of Disability:[b] Veterans Under 30 Years of Age[c]

(Projected Percentage)



[a] Based on responses to the question: "After you got out of the service, did you receive counseling to help you make plans for training, education, or work?"

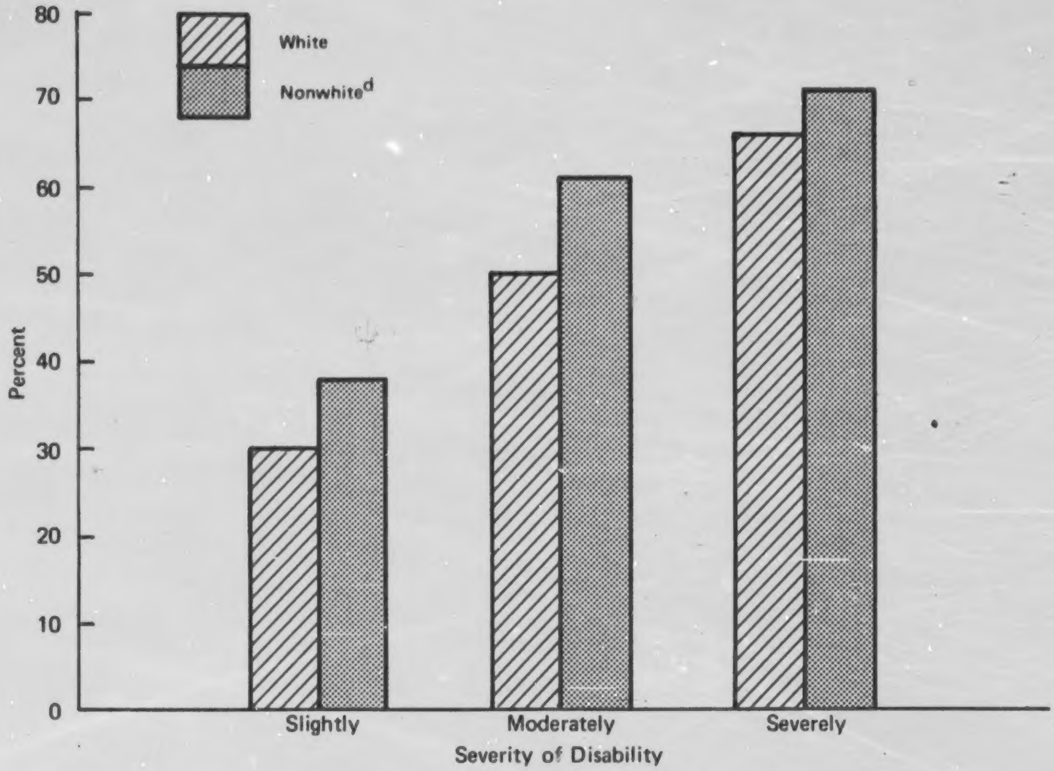
[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

[c] Data on which this figure is based are presented in Appendix Table A-IV-13.

Figure IV-11

Received Counseling to Make Training Plans,[a] By Race and Severity of Disability:[b] Veterans Under 30 Years of Age[c]

(Projected Percentage)



[a]Based on responses to the question: "After you got out of the service, did you receive counseling to help you make plans for training, education, or work?"

[b]Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

[c]Data on which this figure is based are presented in Appendix Table A-IV-14.

[d]Nonwhite includes veterans who classified themselves as Black, Spanish-American, Oriental, or other.

Figure IV-12

SOURCES OF COUNSELING

Of all the veterans who received counseling, 80% cited the VA as a source, 33% cited SES, and 10% had gone to private veterans organizations for help. (Some veterans reported counseling assistance from more than one source.) The extent to which counseling sources were used by veterans in the age and severity of disability groupings is shown in Table IV-11. Of the veterans who used the VA as a source, the young, severely disabled veterans were the most heavily represented (93%). The older veterans with slight disabilities were least likely to have received VA counseling (55%).

A tendency toward the converse pattern is apparent among veterans receiving SES counseling. In all three age groups, veterans with slight disabilities utilized the Employment Service more than the other disability groups—for example, 43% of the young, slightly disabled as compared to 19% of the young, severely disabled (Figure IV-13). Although only 10% of the respondents used private veterans organizations as a counseling source, they were predominately veterans with severe and moderate disabilities of all age groups (Table IV-11)

Table IV-11

Sources of Counseling to Make Training Plans,[a] By Age and Severity of Disability:[b] Veterans Receiving Counseling

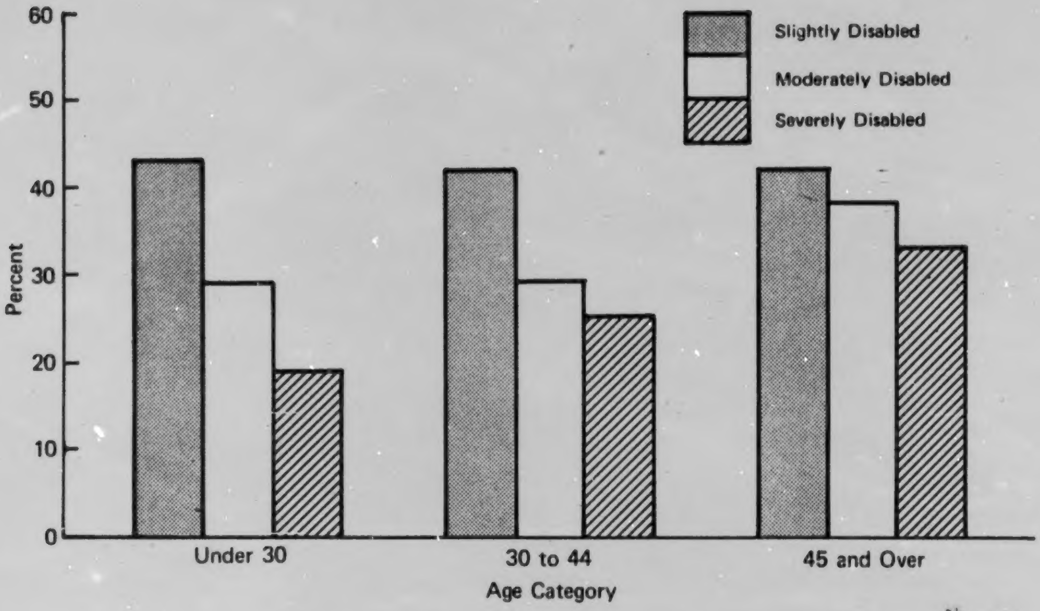
(Projected Percentage)

	Sources of Counseling				
Age/Severity of Disability	Veterans Administration	State Employment Service	Private Veterans' Organizations	Other	Unweighted N
Under 30					
Slight	75	43	8	11	435
Moderate	89	29	12	7	960
Severe	93	19	14	7	1184
30 to 44					
Slight	73	42	7	14	114
Moderate	83	29	8	13	254
Severe	89	25	12	10	342
45 and Over					
Slight	55	42	7	25	72
Moderate	76	38	8	19	201
Severe	85	33	15	13	206
Total – All Veterans	81	33	10	11	3768

[a] Based on responses to the question: "Where did you get this counseling (to help you make plans for training, education, or work)? Check all the places you had counseling."

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Received Counseling From the State Employment Service,[a]
By Age and Severity of Disability:[b]
Veterans Receiving Training Counseling
(Projected Percentage)



[a] Based on responses to the question: "Where did you get this counseling (to help you make plans for training, education, or work)? Check all the places you had counseling."

[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

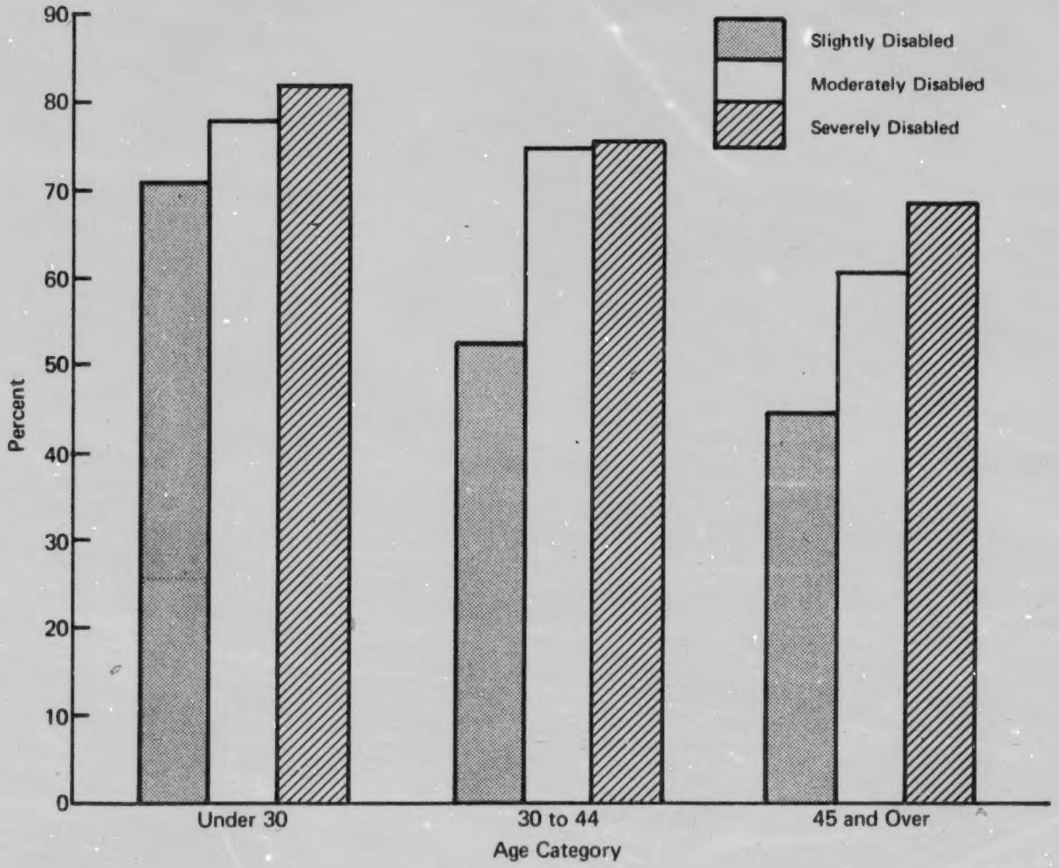
Figure IV-13

RESULTS OF COUNSELING

To assess the results of counseling, the veterans were asked: "Did the counseling result in a plan for education or job training?" Seventy-two percent said that it did and, again, the younger, more severely disabled veterans fared best. There was a consistent pattern of diminishing results as age increased and severity of disability decreased (Figure IV-14). Eighty-two percent of the severely disabled veterans under age 30 reported such a plan; 45% of the slightly disabled veterans age 45 and over reported such a plan. It should be noted, however, that the moderately and severely disabled veterans tend to be in the VA Vocational Rehabilitation program, which is designed to produce such a plan.

COMPLETION OF PLANNED EDUCATION OR TRAINING

The inquiries about counseling and planning were followed up by the question: "Did you complete the education or training that was planned?" In the replies, the age and



Counseling Resulted in Training Plan,[a]
By Age and Severity of Disability:[b] Veterans Receiving Training Counseling[c]
(Projected Percentage)

[a] Based on responses to the question: "Did the counseling result in a plan for education or job training?"

[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

[c] Data on which this figure is based are presented in Appendix Table A-IV-15.

Figure IV-14

severity of disability patterns noted so consistently above tended to reverse themselves. The older, less severely disabled veterans showed a somewhat higher rate of program completion (Table IV-12). This reversal is partly accounted for by the fact that higher proportions of both the younger and the severely disabled veterans were still in school or training at the time of survey. A higher proportion of the older veterans indicated that they never started the programs of training or education planned for them.

Table IV-12

Completed Planned Training,[a] By Age and Severity of Disability:[b] Veterans Whose Counseling Resulted in Plan

(Projected Percentage)

Age/Severity of Disability	Status of Training					Unweighted N
	Completed Training	Quit Training	Still in Training	Did Not Start Training	No Answer	
Under 30						
Slight	72	10	14	3	1	305
Moderate	68	10	18	4	1	751
Severe	65	10	21	4	---	967
30-44						
Slight	83	5	7	5	1	61
Moderate	72	9	11	8	---	194
Severe	69	9	15	7	---	257
45 and Over						
Slight	83	2	4	12	---	37
Moderate	66	8	10	13	4	124
Severe	67	8	12	13	---	143
Totals, All Veterans	70	9	15	5	1	2839

[a] Based on responses to the question: "Did you complete the education or training that was planned (in post-service counseling)?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

PARTICIPATION IN TRAINING OR EDUCATION

Sometime after leaving the military three out of every five disabled veterans entered some program of education or training. This was true for about two-thirds of the younger veterans under 30, just over half of those aged 30 to 44, and about two-fifths of those aged 45 and over. Severity of disability did not appreciably affect the rate of participation within any of these age groups (Table IV-13). On the other hand, the present educational level of the veterans under 30 is strongly associated with participation in some post-service training or education effort (Figure IV-15). College-level veterans, whatever the severity of their disability, participated strongly, probably because of the academic and collegiate emphasis of the programs. Well over 8 out of 10 college-level veterans under 30 reported some post-service training or education. This was true for about half of the high school graduates and somewhat less than half of the veterans who did not complete high school. Severity of disability was not a significant factor. It neither greatly impeded nor enhanced the participation rates among veterans of any educational level.

Table IV-13

Went to School or Took Training After Leaving the Service,[a] By Age and Severity of Disability:[b] Total Sample

(Projected Percentage)

Age/Severity of Disability	Went to School/Took Training			Unweighted N
	Yes	No	No Answer	
Under 30				
Slight	67	32	--	1390
Moderate	67	32	1	1839
Severe	67	33	1	1772
Total	67	33	1	5001
30 to 44				
Slight	55	45	--	442
Moderate	53	46	1	602
Severe	55	45	1	561
Total	54	45	1	1605
45 and Over				
Slight	40	59	--	287
Moderate	40	60	--	525
Severe	38	61	1	417
Total	39	60	--	1223
Severity Totals				
Slight	61	39	--	2119
Moderate	59	40	1	2966
Severe	60	39	1	2750
Total, All Veterans	60	40	--	7835

[a] Based on responses to the question: "After leaving the Armed Forces, did you go to school (college; high school; vocational; technical; or business school) or take training (on the job; farm; apprentice; or other)?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

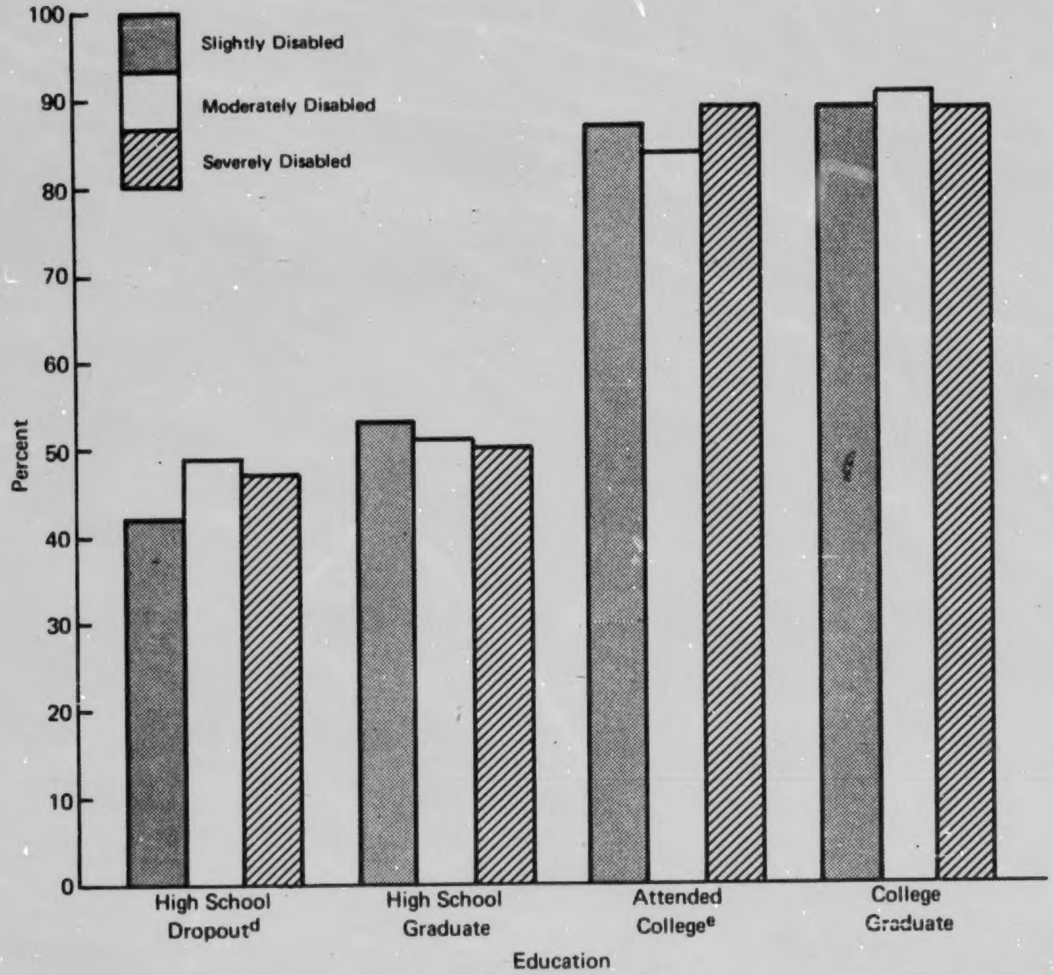
TYPE OF EDUCATION OR TRAINING ASSISTANCE

There was a high degree of participation in the VA Vocational Rehabilitation Program by the moderately or severely disabled (those with a combined disability rating of 30% or higher), for whom the program is ordinarily reserved. This restriction is apparent in Table IV-14, which also shows that the most severely disabled—those with a 60% or higher rating—participated at a substantially higher rate in all age groups. It is also evident that participation rates dropped moderately in each succeeding older age group.

There was a modest difference in participation in the VA Vocational Rehabilitation Program among the "white" and "other" veterans (Table IV-15). In each of the three severity of disability groupings, the "white" veterans had a slightly higher VAVR participation rate than the "Other" veterans. For young veterans of severe disability level,

Went to School or Took Training After Leaving the Service,[a] By Education and Severity of Disability:[b] Veterans Under 30 Years of Age[c]

(Projected Percentage)



[a] Based on responses to the question: "After leaving the Armed Forces, did you go to school (college; high school; vocational; business; or technical) or take training (on-the-job; farm; apprentice; or other)?"

[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

[c] Data on which this figure is based are presented in Appendix Table A-IV-16.

[d] High school dropout includes the responses "less than 8th grade" and "less than 12th grade."

[e] Attended college applies to those who went to college but did not graduate from a four-year college.

Figure IV-15

Table IV-14

Type of Schooling or Training Assistance,[a] By Age and Severity of Disability:[b] Veterans Who Took Post-Service Schooling or Training

(Projected Percentage)

Age/Severity of Disability	Type of Assistance			Unweighted N
	Veterans Administration Vocational Rehabilitation	Other	No Answer	
Under 30				
Slight	7	90	3	933
Moderate	39	54	7	1233
Severe	60	31	9	1181
30 to 44				
Slight	4	91	4	244
Moderate	35	56	10	321
Severe	54	37	9	306
45 and Over				
Slight	7	87	6	116
Moderate	26	68	9	208
Severe	48	41	10	159
Severity Totals				
Slight	7	90	4	1293
Moderate	37	56	8	1762
Severe	58	33	9	1646
Total, All Veterans	22	73	6	4701

[a] Based on responses to the question: "Under what type of assistance did you go to school or take training after your Armed Forces service?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

college level veterans in training tended to be in the VAVR program, while those below college level tended to be in other programs (Table IV-16).

SUMMARY

Vocational counseling—preponderantly from the VA—was received by two out of five disabled Vietnam-era veterans, most often the young and more severely disabled. (For the slightly as well as severely disabled veteran, the VA was the most frequent counseling source, but slightly disabled veterans frequently reported counseling by the Employment Service.) Among the various groups of young veterans, those who had a

Table IV-15

Type of Schooling or Training Assistance,[a] by Race and Severity of Disability:[b] Veterans Under 30 Years of Age Who Took Post-Service Schooling or Training

(Projected Percentage)

Race/Severity of Disability	Type of Assistance			Unweighted N
	Veterans Administration Vocational Rehabilitation	Other	No Answer	
White				
Slight	7	90	3	790
Moderate	41	53	7	981
Severe	61	30	9	966
Total	23	73	5	2737
Nonwhite[c]				
Slight	6	88	7	128
Moderate	34	58	9	231
Severe	55	37	9	194
Total	22	70	8	553

[a] Based on responses to the question: "Under what type of assistance did you go to school or take training after your Armed Forces service?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[c] Nonwhite includes veterans who classified themselves as Black, Spanish-American, Oriental, or other.

neuropsychiatric condition, or were "nonwhite," or had attended college, were more likely to have been counseled. Most veterans, especially the young and more severely disabled, reported that their vocational counseling resulted in a plan for training or schooling.

After leaving service, three out of five disabled veterans participated in some training or schooling. Training was more common among the younger veterans, particularly those at the college level, 80% of whom participated in post-service training. (Less than half of the high school dropouts had post-service training.) Among severely disabled veterans, those at college level were usually in the VA Vocational Rehabilitation Program, which tends to be college-oriented. Those below college level tended to obtain training from other sources.

Judging from their severe employment problems, the high school dropouts were the disabled veterans most in need of counseling and training. Yet this group had the lowest participation rate in counseling and training programs. And high school dropouts, especially those with slight and moderate disabilities, who did participate in training were likely to be involved in programs other than the VA Vocational Rehabilitation Program.

Table IV-16

Type of Assistance for School or Training,[a] By Severity of Disability[b] and Education: Veterans Under 30 Years of Age Who Received Post-Service Schooling or Training

(Projected Percentage)

Severity of Disability/Education	Type of Assistance			Unweighted N
	Veterans Admin. Vocational Rehabilitation	Other	No Answer	
Slight Disability				
High School Dropout[c]	6	84	11	67
High School Graduate	8	89	3	297
College	7	90	3	554
Moderate Disability				
High School Dropout	38	56	6	132
High School Graduate	35	61	4	361
College	41	50	8	719
Severe Disability				
High School Dropout	47	41	12	133
High School Graduate	54	36	10	307
College	65	28	7	720

[a] Based on responses to the question: "Under what type of assistance did you go to school or take training after your Armed Forces service?"

[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

[c] High school dropout includes the responses "less than 8th grade" and "less than 12th grade."

COOPERATIVE RELATIONSHIP BETWEEN THE U.S. EMPLOYMENT SERVICE AND THE VETERANS ADMINISTRATION

In the fall of 1967, the Bureau of Employment Security issued a revision to the Employment Security Manual detailing an agreement of cooperation with the Veterans Administration (see DOL/BES Manual Transmittal Letter No. 1090, September 19, 1967). The agreement described was actually an updated version of a 1954 agreement designed to assist returning veterans of the Korean conflict. The purpose of the agreement was to provide for "the more efficient achievement in the local communities of a high level of service to veterans without unnecessary duplication, fragmentation, or delay."

The precise details of the agreement fill several pages of the Employment Security Manual, but the following is a fairly complete summary:

The Veterans Administration agrees to:

1. Refer veterans to the Employment Service for job placement or information.
2. Provide the Employment Service with information about services offered veterans by the Veterans Administration.
3. When requested, provide the Employment Service with information about specific veterans concerning physical or mental capacities, or other information relevant to job placement.
4. Work with the Employment Service to promote the vocational adjustment of veterans.

The Employment Service agrees to:

1. Refer disabled veterans to the Veterans Administration for vocational rehabilitation services in cases where the veterans are having great difficulty in obtaining or holding employment.
2. Provide job counseling and placement services for veterans referred by the VA, and to notify the VA when such individuals are placed.
3. Refer to the VA veterans interested in applying for benefits prescribed by Title 38 of the U.S. Code.
4. Provide the VA with information on existing or potential vocational training opportunities.
5. Refer children of deceased or totally disabled veterans to the VA for information about educational benefits. Also refer other survivors who may be eligible for benefits.
6. Work with the VA to promote vocational adjustment of veterans.

U.S. VETERANS ASSISTANCE CENTERS

One of the objectives of the study was to review the working relationship between the Employment Service and the Veterans Administration. In order to do this we arranged visits to U.S. Veterans Assistance Centers (USVAC)—11 in all—in each state where we visited local employment offices.

USVACs are usually the primary point of contact between the VA and the Employment Service at the state and local levels. They were established in 1968 by a Presidential Directive which called for the development by the VA of one-stop assistance centers where veterans would be able to obtain counseling and information about their veterans' benefits. The focus was on the immediate needs of the returning veteran. The USVACs were to maintain contacts with agencies of the federal, state, and local governments to which veterans could be referred for specific services beyond the mission of the VA. These contacts were also to be used as a convenient network for the exchange of information relevant to the needs of the veteran. Today, there are over 70 USVACs—at least one in each state, and one each in Puerto Rico and the District of Columbia.

SES/VA INTERACTION

Our talks with USVAC and local Employment Service personnel provided us with many examples of ES/VA cooperation in efforts to assist veterans in their readjustment to civilian life. The closest and most visible collaboration between the two agencies was the assignment of an Employment Service interviewer or counselor at the USVAC. Most of the USVACs we visited had this arrangement, though the amount of time this service was available varied from one day a week to every day. The counselor or interviewer provided job bank information to the veteran along with other employment service information. It seems that this arrangement would tend to promote interagency communication if simply because of the interviewer's frequent personal contacts with VA personnel.

Another form of interaction between the ES and the VA occurred in the case of veterans who had received unemployment compensation for 13 weeks. The names of these veterans are sent to the closest USVAC. Upon receipt of the names, the USVAC sends a letter to each veteran inviting him to come in for counseling and assistance in his job hunting effort. It was pointed out to us that the USVAC has a very low response rate for these letters. It was reported at one point that the rate of response was less than 10%. The major points of criticism against the letters were their formality and length.

We were not informed of any cooperation between the two agencies to assist the employment of these long-term unemployed veterans. In some cases employment office managers did not know what the USVAC did with the names sent from the ES.

We found that there were many informal or indirect referrals between the agencies. The veteran would be advised to go to the ES for job or training help, or to the USVAC for assistance with veterans benefits. There seemed to be few direct referrals between the agencies, that is, a referral where a phone call would be made from one office to the other to give information about the client and to arrange an appointment for him. For disabled veterans counseled by both VA and ES, we learned of few instances of collaboration between ES and USVAC counselors, though counseling information was occasionally shared.

During our visits to the ES and USVAC offices we noted an overlap in services provided for veterans. Usually both the USVAC and ES offices have ES job bank information. In some cities both offices perform job development, and both offices have counselors. The USVAC obtains additional job listings from employers. Some of these are solicited and others are volunteered by employers who are looking for veterans to fill job vacancies. Some employers specifically ask for disabled veterans. The ES/VA agreement requires the VA to transmit job listings to the Employment Service, but many employers request this not to be done. In at least one USVAC we visited this request was honored.

ES AND VA HOSPITAL INTERACTION

We found two types of interaction between the ES and VA hospitals. The most frequent type of collaboration was the transfer of medical records of veterans from the hospitals to the Employment Service. Several ES counselors remarked that there was no problem in obtaining a veteran's medical history. However, many complained that such records were written in medical terminology and often were not interpretable by laymen. A medical dictionary was often needed in order to fully understand a case history. VA personnel were reported to be unwilling to complete the employment office form which requires a rating of the disabled individual's ability to perform specified activities.

We also found it was not uncommon to have ES personnel visit at the VA hospital to interview and counsel patients who were to be discharged. However, in this type of collaboration the frequency of visits made by the ES personnel varied from city to city. The frequency ranged from a once-a-month visit paid as a formality by the ES, to more than weekly visits, during which in-depth conferences were held between VA and ES personnel to discuss particular cases of men soon to be released from the hospital.

ES AND THE VA VOCATIONAL REHABILITATION

There was generally little interaction between the VA Vocational Rehabilitation Program (VAVR) and the Employment Service. In part this could be due to the different populations served by the two programs. In the states visited by our research team, it was learned that the majority of veterans receiving training under the VAVR are enrolled in colleges, while the noncollege-oriented veterans were assisted primarily by the Employment Service.

Disabled veterans not interested in a college program often choose to use state-supported vocational training or MDTA (Manpower Development and Training Act) programs with support from the GI Bill. This is because a veteran enrolled in such vocational training with nominal tuition will get more money under the GI Bill than under the VAVR program. The fact that the ES and the VAVR programs tend to deal with somewhat different populations suggests why the ES makes few referrals to the VAVR program and why the VAVR program does not use the ES for placement of many of its trainees. It is generally found that college-trained individuals are unlikely to make frequent use of the public employment service as a means of job finding.

With respect to on-the-job training programs under VAVR, however, collaboration of the VA and ES would appear to be especially important. A few examples of such collaboration were cited, but it was our impression that these were the exception rather than the rule.

The names of individuals who are nearing completion of VAVR training programs and who need and want placement help are supposed to be sent by the VA to the Employment Service. However, this did not seem to occur with any frequency. VA officials said that such placement assistance was occasionally provided by the ES, but they had no statistics on how often. Although the VA conducts a six-month follow-up study on all veterans trained under the VAVR program, no questions are asked about job placement sources. Thus the number of these veterans placed by the ES is not known.

One assistance officer indicated that VAVR clients usually find jobs with the assistance of their college placement officer or, in the case of those in on-the-job training programs, they continue working for the company that trained them.

SUMMARY

From our visits to ES offices and USVACs in 11 states, we concluded that the cooperative agreement between the ES and VA is not being fully implemented. We did note many examples of the VA and ES working together to assist disabled veterans, and the level of cooperation between the two agencies varied from one state to another. We judged that in most states we visited, ES and VA actions tended to be deficient in the following:

- Working together to assist long-term unemployed disabled veterans.
- Exchanging information on those veterans served by one agency but who go to the other agency for assistance. (There also appeared to be a deficiency among the counselors of both the VA and ES in interacting with each other when a counselor from each organization worked with the same disabled veteran.)
- Joint planning of on-the-job training (OJT) for disabled veterans.
- VA transmission to ES of the names of those completing VAVR training.
- Completion by VA medical personnel of physical capacity reports requested by ES counselors for disabled veterans. (These reports indicate how the

veteran's disability affects his ability to perform activities. Often copies of the medical records are sent instead.)

This lack of interaction could partly be explained by differences in the kinds of disabled veterans each usually works with. The VAVR program, in the states we visited, mostly enrolls veterans for college training while training available through ES is primarily directed to noncollege-level individuals. Also, those veterans finding jobs through the ES tend to be below college level in education.

THE ROLE OF PRIVATE VETERANS ORGANIZATIONS IN ASSISTING DISABLED VETERANS

Private veterans organizations offer assistance to disabled veterans in a number of ways, ranging from helping veterans with their claims with the Veterans Administration to educating the public on the needs of disabled veterans and lobbying for legislation to assist disabled veterans.

Table IV-17 summarizes information about major private veterans organizations in the U.S. (A complete roster of U.S. veterans organizations would include many more).

Table IV-17

Information on Major Private Veterans Assistance Organizations[a]

Name	Year Founded	Staff	Membership	Number of Chapters
American Legion	1919	300	2,700,000	16,100
American Veterans Committee	1943	4	25,000	0
AmVets	1944	23	250,000	1,600
Blinded Veterans Association	1945	3	1,600	0
Catholic War Veterans	1935	[b]	120,000	[b]
Disabled American Veterans	1921	160	377,000	1,972
Disabled Officers Association	1919	3	6,000	22
Jewish War Veterans	1896	23	105,000	[b]
National Association of Concerned Veterans	1968	6	6,000	200
Paralyzed Veterans of America	1945	[b]	8,000	26
Veterans of Foreign Wars	1899	250	1,750,000	10,000
Veterans of World War I	1949	[b]	182,000	2,760

[a] Source of information for all except NACV: *Encyclopedia of Associations,* 8th Edition, vol. 1, National Organizations of the U.S., pp. 1045-1063, Gale Research Company, Detroit, 1973 (15). NACV is not listed here. Information on NACV was provided by its president.

[b] No information available.

The two giants among veterans organizations are the American Legion and the Veterans of Foreign Wars, each of which has chapters in over 10,000 communities. Third in size is the Disabled American Veterans (DAV) which has about 2,000 chapters, followed by the AmVets with 1,600 chapters. It is a very small community, indeed, that does not have a chapter of at least one veterans organization. These organizations have social and fraternal purposes as well as veteran assistance objectives. An official of the American Legion commented, "Most people join the Legion for social reasons. The problem then is to educate them to an interest beyond the social aspects of Legion work to the program aspects."

The smallest veterans' associations are dedicated to special interests and problems among veterans. The interests of veterans with specific kinds of disabilities are served by the Blinded Veterans Association, the Paralyzed Veterans Association, and the Disabled Officers Association. The American Veterans Committee gives special attention to the civil rights of servicemen and ex-servicemen. The National Association of Concerned Veterans is an organization of young veterans focusing on the problems of young Vietnam-era veterans, especially in the areas of education and training. (This organization is not to be confused with the Vietnam Veterans Against the War.)

Disabled veterans said they turned to private veterans organizations as one source of counseling and for help in making plans for training, education or work. Of those who mentioned getting counseling, one in ten cited a private veterans assistance organization as a source. All of the larger veterans organizations and many of the smaller ones maintain full-time service officers in each state located in or near the state VA offices. The DAV, for example, has a staff of 260 trained, full-time service officers throughout the U.S. Service officers are trained to give expert assistance and advice concerning veterans benefits and to help the veteran with his claims with the VA. At each chapter or post, questions about benefits and claims are typically handled by a volunteer who is a member of the post and is guided by a service officers' manual. Questions which can't be satisfactorily answered from the manual are referred to the professional service officers at the state level. Therefore, for virtually every disabled veteran, advice and information on veterans' benefits and claims are as near as the VFW hall, Legion hall or DAV office within his own community. Considering the availability of help from private veterans organizations, it is surprising that so few veterans go to these organizations for help.

The counseling which private veterans organizations give is chiefly that of help with veterans benefits and claims. From our discussions with DAV service officers it appears that service officers occasionally do get involved in vocational counseling with those coming for help with their veterans benefits, but such service officers are generally not trained nor intended to serve as vocational counselors. The service officers of the Paralyzed Veterans and the Blinded Veterans are concerned with the total rehabilitation of the veteran.

The private veterans associations were used in the job search by a few disabled veterans. Of those employed in 1973 one in fifteen said they had consulted these organizations when looking for work. As a rule, the service officer does not act as a job counselor or make job referrals, but individual chapters of some veteran organizations do carry out job placement activities on behalf of veterans. For example, individual American Legion posts have organized job fairs where employers tell veterans about job openings. Some Legion posts have set up job placement answering services. Employers use the service to call in openings, and veterans use it to learn of suitable job openings. At each Legion post a volunteer acts as employment chairman. He receives information about veterans looking for jobs and informs the members of these job seekers. The Paralyzed Veterans Association also helps its members find employment. It keeps in touch with those members looking for jobs and the type of work they want and then seeks prospective employers.

Veterans organizations are not only a source of counseling and unemployment aid to individual veterans, but they also carry out a number of other activities designed to improve the employment prospects of disabled veterans. These activities include:

- Educating their membership concerning employment and employability of disabled veterans through articles in their newsletter and programs at their conventions.

- Recognizing employers of handicapped veterans and outstanding handicapped veterans employees.
- Serving on special committees (for example, governors' committees or the President's committee) concerned with employment of the handicapped.
- Testifying before legislative committees about the special needs of disabled veterans and lobbying for legislation to improve assistance to disabled veterans.
- Training State Employment Service counselors on the needs of special groups of disabled veterans, for example, paralyzed veterans.
- Promoting the hiring of disabled veterans by contacting large employers, including government agencies.
- Monitoring the operation of ES and VA programs for disabled veterans and pointing out deficiencies.
- Acquainting college administrators with the special needs of disabled veterans who are students.

Except for the first activity mentioned, these activities have been mostly carried out by the organizations of disabled veterans (DAV, BVA, PVA, DOA).

EMPLOYMENT PROBLEMS OF DISABLED VETERANS ACCORDING TO STUDIES BY VETERANS ORGANIZATIONS

Studies of the employment situation of disabled veterans have been carried out by the Disabled American Veterans, The Blinded Veterans Association, and the Paralyzed Veterans Association. The Disabled American Veterans carried out a mail survey of employment of purple heart recipients and found that over half of those responding had no job and that the majority of respondents wanted either a job or a different job. A survey of blinded veterans conducted by Mr. Dennis Wyant of the Blinded Veterans Association found that only one in five had a job. Mr. Wyant reported that in his many dealings with blinded veterans he could not recall a single case where a blinded veteran obtained a job simply by filling out an employer's application form. Mr. Frank DeGeorge of the Paralyzed Veterans Association reports that only 18% of the paraplegic veterans are employed.

The rehabilitation of the veterans with spinal cord injuries was recently discussed by Mr. DeGeorge in testimony during hearings before the House Veterans Affairs Committee[1] (16). His discussion points out the many barriers existing to the successful rehabilitation and employment of this kind of severely disabled veteran.

The following are portions of Mr. DeGeorge's verbatim comments at those hearings:

> "The rehabilitation of a spinal cord injured individual is a long and arduous process. The psychological trauma that accompanies this disability is of such a magnitude that it is a disability within itself. . . .
>
> ". . . . Professional counselors are needed to evaluate the capabilities and interests of this individual and to make him aware of his strengths. Once this is accomplished and the veteran has planned his route of rehabilitation, the counselor must coordinate between the doctors, therapist, educators and the SCI veteran and his family a full program that will serve the best interest of the veteran.

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[1] Hearings before the Committee on Veterans Affairs, House of Representatives, 93rd Congress, 2nd Session, *Recommendations of Veterans Organizations, 1974.* U.S. Government Printing Office, Washington, 1974 (16).

"This is not the situation we find within the VA today. The emotionally strained patient is jousted from one VA department to another. First, there is the physician oriented towards the patient's health needs but generally unaware of the psychological or vocational needs. Then the psychologist takes over testing the patient, categorizes and catalogues him into a file that may possibly never be seen again. Following the psychologist comes a training officer who will march before the veteran a list of schools acceptable by the Veterans Administration for training, seldom if ever taking into account the patient's interests, abilities or whether or not the facility is accessible to his wheelchair. If and when the veteran does go for retraining or education, only on rare occasions does he ever see his training officer and then only to make sure he is still taking the proper number of hours and not cheating the VA. Upon completion of training he is totally on his own for there is minimal or no provision through the VA to help him secure a job. Considering all these factors it is not difficult to understand the high rate of unemployment among the seriously disabled veteran population.

"To correct the employment dilemma we suggest that the VA employ at least one SCI veteran where Spinal Cord Injury Centers are located. In the entire VA and 170 VA Hospital system, it is our understanding 27 SCI veterans are employed. These are VA quotations. Just the same these figures are unacceptable. . . . The deficiencies to provide active vocational rehabilitation programs to the physically disabled are evident, as clearly demonstrated by the fact that . . . 85% of spinal cord injured veteran patients discharged from the National Spinal Cord Injured Center at the Stoke Mandeville Hospital in Aylesbury, England, are employed either on a full time or part time basis, (that is to say before their present crisis). In this country only 18% of our paraplegic veterans are so employed. Now simply because one is employed or not does not necessarily prove that one is not productive in his or her own way. However, these figures indicate something in the care of paralyzed veterans is not provided in the area of training or incentive to those who could or would accept employment. The time has come where it must be realized that Social Security, Pension and Welfare programs are needed for those who cannot reenter society in a 100% capacity. Unfortunately, these programs are so structured as to prohibit or preclude reentry by many as they will lose more than they may gain in their attempts to make good."

SUMMARY AND CONCLUSIONS

ASSISTANCE AVAILABLE FOR DISABLED VETERANS

A disabled veteran may require various kinds of employment assistance: help in deciding on an occupational goal and planning how to achieve that goal, assistance in obtaining training and other preparation to enter the occupation, and help in finding a job. The investigation concentrated on the State Employment Service as an agency for assisting disabled veterans. The VA and the private veterans' organizations were also studied, especially as these organizations interact with the State Employment Service.

Most disabled veterans checked with the SES as part of their job hunt. Generally, they went there to look over job listings to see if there were any openings which they might want to apply for. One disabled veteran in three among those going to SES said he obtained vocational counseling at the public employment office. The slightly disabled veterans were most likely to report such counseling at the SES.

Even though most disabled veterans went to SES to try to find a job, few considered SES to be their most useful source for locating jobs. (Long-term unemployed veterans, however, are especially likely to rely on SES for finding jobs.) Several factors account for the long standing of SES as a job source. Most disabled veterans, even the severely disabled, find jobs on their own by contacting employers directly or by following up leads furnished by friends. Furthermore, only one disabled veteran in three going to the SES to find a job reported that he got a job offer as a result of a SES referral. In addition, many veterans were disappointed with the information and advice they received from SES personnel. The majority of veterans going to SES indicated they needed job training information, or help in deciding what type of work to look for, or someone to contact an employer to find those interested in hiring them. About half of those who wanted each kind of help felt that they did not get this help at SES.

Severely disabled veterans gave reports similar to the reports of all disabled veterans on their job-finding methods and the extent to which the SES met their needs for employment help, with two exceptions. Severely disabled veterans indicated a somewhat greater number of needs unmet by the SES than did the slightly disabled. Also, a higher proportion of the severely disabled indicated they needed advice on how to talk to employers about their disability and their abilities. Of those wanting this kind of help with employers, very few reported getting it from the SES (less than one in ten). Those with a neuropsychiatric disability especially indicated they wanted such help in communicating with employers.

Reasons for Lack of Job Help for Disabled Veterans

Disabled veterans of the Vietnam-era are assigned top priority for SES services. Why, then, does the SES fail to give so many disabled veterans the job help the veterans believe they require? The visits of the research staff to 21 Employment Offices in 11 states showed a number of likely reasons:

- Some disabled veterans are not identified as disabled by the SES when they register. According to the mail survey of veterans, about one severely disabled veteran in ten is not categorized as disabled by SES.
- In spite of the top priority accorded disabled veterans, SES offices often do not have the resources to provide the number or kinds of services needed. Also, the evaluation of SES work in terms of number of placements, referrals, etc., generally discourage spending extra time in counseling and job development for disabled veterans. Such time-consuming work was not generally well recognized by the SES management, we were told.
- Under the SES system, those who are identified as job ready received the first level of service which consists essentially of the applicant's looking over job listings and being referred to openings by an interviewer. Those identified as not job ready are considered for further job help such as testing, training, and counseling. It is likely that many disabled veteran applicants are categorized as job ready and therefore are not given the more extensive SES help they desired. As a correction to this kind of oversight the local veteran employment representative (LVER) has the responsibility of exercising functional supervision to make sure that veterans coming to this office get needed services. Some LVERs attempt to interview every disabled veteran applicant.
- SES staff members often lack adequate contact with employers which would provide them an in-depth knowledge of the employers' operations and requirements. Such knowledge supports effective job development efforts by assuring the employer that only generally qualified applicants will apply for his job openings. This type of employer contact is especially important in the case of a disabled applicant, since the employer usually believes that he may be asked to assume an unjustified risk in hiring a disabled applicant.

- Employment Office personnel usually receive little feedback on the results of referrals, other than whether or not the applicant is hired. Consequently, unless SES offices also engage in job development activities they have little actual knowledge and understanding of employer resistance to disabled applicants.
- Disabled veteran applicants who are identified as needing counseling are assigned to any available counselor. In large offices it is not uncommon for one veteran to deal with several different counselors. In these instances it is difficult to locate one counselor who is completely familiar with this counseling case.
- SES personnel who deal with disabled veterans often do not have access to or do not use written guidelines for selective placement of the handicapped. SES counselors generally express the view that the applicant selects openings suitable for himself.
- Those disabled veterans selected for ES counseling because of their job-finding difficulties usually have other problems and deficits in addition to their disability that make it difficult for them to obtain and hold a good job—for example, lack of education, lack of job experience and skills, and poor job attitudes.
- The executive order calling for "special emphasis" in the hiring of disabled veterans and Vietnam-era veterans has little meaning to employers. SES personnel (as well as employers) cannot explain how to determine whether or not an employer has given "special emphasis" to a particular disabled veteran applicant.
- Optimum service to disabled veterans by the SES in many instances requires cooperation between the VA and the SES, but the cooperative agreements between the SES and the VA are not well implemented in some respects. In general, SES and VA staff send veterans to the other agency for help, if appropriate. But for those veterans served by both SES and VA, there is seldom a full exchange of information between agencies and joint planning and action to assist the veteran. Joint planning between SES and VA appears to be especially important for on-the-job training for those in the VAVR program, and for assisting long-term unemployed and helping those released from VA hospitals to find suitable work. However, we found that ES-VA collaboration in these cases was the exception rather than the prevailing practice.

When SES counselors were asked about their relationship to the private veterans organizations such as VFW, American Legion, and DAV they responded that they were members of these organizations. However, in no instances had a SES counselor sent a veteran to one of these organizations for information about veterans' benefits, even though all veterans' service organizations are equipped to provide such information. A few of the disabled veterans surveyed did indicate they had gone to these organizations for counseling. The organizations have full-time service officers who assist veterans with their VA benefits and claims. In addition, they carry out a number of activities to promote employment of disabled veterans, such as pointing out deficiencies in SES and VA programs, influencing legislation concerning veterans, and recognizing outstanding employers of disabled veterans.

Chapter V

THE EMPLOYER AND THE DISABLED VETERAN

Ultimately there is only one body of individuals with the power to grant the disabled veteran a chance to be self-supporting—the nation's employers. The employer's conscience and good faith serve as the disabled veteran's last court of appeals. The letters received from disabled veterans and the interviews conducted with them make it unmistakably clear that their greatest desire is simply to be allowed a chance to earn a living.

A young veteran with a severe disability commented:

> "There were some (employers) that were looking for slave labor. I could have the job for .75-$1.00 an hour. They felt that as I was getting compensation which was public money that I didn't have to be paid like other people.
>
> "I have been active in the D.A.V. since I left the service and have had the opportunity to talk with many Vietnam veterans and have found that my situation was not unique. It seems that some even had to hide the fact that they were veterans, say nothing about their disability, in order to get a job.
>
> "There is a need to change the status of the disabled veteran in such a manner that he does not carry the stigma of disabled. I have heard many of them say 'I don't want to be a disabled veteran, I just want to be a man'."

In this chapter we will try to find the extent to which the employer is willing to give the disabled a chance to earn a living consistent with his abilities. We will examine the experiences and attitudes of employers and review some of the experiences of disabled veterans in dealing with employers.

The discussion will cover employment procedures and requirements and reported discrimination based on disability. We will examine the veterans' own feelings about why they are having difficulty in finding work and will look at reasons given by employers for not hiring disabled persons. We will discuss the experiences of employers who have disabled persons on their work force, including in the discussion those employers who have made special adjustments for handicapped workers. The chapter ends with a description of 10 exemplary programs for training and employing disabled persons.

The data presented here are taken from the mail survey of disabled veterans, the mail survey of public and private employers, interviews conducted with long-term unemployed veterans and veterans who have given up the job search, and interviews conducted with a small sample of employers. It must be pointed out that, with the exception of the mail survey of disabled veterans, the data described are based on small scale substudies (see Chapter II for a complete description of these studies). Also, the samples from which data were collected for the small scale substudies were not probability samples. Therefore, precise and rigorous generalizations cannot be made from these data.

EMPLOYER INFORMATION REQUIREMENTS CONCERNING DISABILITY AND HEALTH

Many veterans feel that one of the major hurdles they must cross in their job search is the pre-employment physical screening process. This can be a signed medical history statement, a physical examination, or both. The experience of a 28-year-old veteran appears to be typical: "I tried several . . . factories and could not pass the medical exam. I have had several operations on my abdomen and was shot thru my right side. So I have quite a few scars on my torso front and back. Most every doctor would take one look and fail me."

It is true that with many jobs, certain physical abilities are required for adequate performance or to ensure the safety of the job holder and his fellow workers. It is also true that many jobs for which physical examinations are given have no physical standards for safe performance. Some employers require examinations because they feel that they ultimately reduce the number of workman's compensation claims. Yet one large manufacturing company visited during the study had some time ago given up pre-employment physical examinations (they don't even require a medical history statement). They found that their insurance claims had not increased, and they eliminated the high cost of the pre-employment physicals as well.

In the interviews conducted with employers, almost three-quarters (20 out of 28) said that their application form requires some information about physical disabilities. Such questions are typically worded very generally, such as "describe any physical disabilities or chronic disease you may have." Some application forms ask a series of questions about physical condition.

Half of the employers interviewed require applicants to complete a comprehensive medical history statement, and well over half require pre-employment physical examinations. When asked the purpose for such requirements, the most common response was that these physical evaluations are used in determining suitability for specific jobs. Very few employers indicated that they are used as a general screening device. Some employers stated that physical examinations are not required until after a job offer has been made.

Of the 17 employers interviewed that have physical examination requirements, 14 have company medical departments. This would seem to suggest either that some employers require physical examinations because they have the medical staff available, or that some employers *don't* require them because the cost of using private physicians is too great.

A question many veterans face at some time during their job hunt is, "Do I tell the employer about my disability and risk the possibility of not being hired because of it, or do I not mention the disability and gamble that it won't be discovered if I am hired?" Veterans with amputations or other visible disabilities have little choice. However, veterans whose disabilities are not so apparent encounter this dilemma when applying for jobs for which physical examinations are not given. And some (e.g., those with psychiatric disabilities) face the choice even when physical examinations are given.

In the mail survey, veterans who were employed in 1973 were asked if their employer knew of their disability at the time of hiring. Of all veterans responding to this item, 78% said their employer knew of their disability when they were hired. Table V-1 shows for veterans under 30 years of age, broken out by severity and type of disability, the percent whose employers were informed.

As might be assumed, the more severe the disability, the more likely the employer will have learned of it at the time of hiring. Seventy-five percent of those with a slight disability rating said their employer knew of their disability when they were hired. The figure was 82% for the young veterans with a moderate disability rating, and 90% for

Table V-1

Veterans Reporting That Employer Knew of Disability at Time of Hiring,[a] by Type[b] and Severity[c] of Disability: Veterans Under 30 Years of Age Who Reported Longest Held Job in 1973

(Projected Percentage and Unweighted N[d])

	Severity of Disability							
	Slight		Moderate		Severe		Disability Total	
Disability Type	%	N	%	N	%	N	%	N
Orthopedic	76	703	86	711	94	514	80	2186
Neuropsychiatric	65	123	76	389	85	255	73	695
Other	75	397	80	387	88	235	77	1360
Severity Totals	75	1223	82	1487	90	1004		

[a] Based on responses to the question, "When you were hired, did your employer know of your service-connected disability?"

[b] Type of disability: Orthopedic includes bone, muscle, and joint injuries and disease, and amputations. Neuropsychiatric includes nervous system damage and disease, and neuroses and psychoses.

[c] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

[d] Percentages in this and many other tables are extrapolated from the survey sample data and weighted according to the composition and size of the Veterans Administration compensation and pension file, as of July 1973, for Vietnam-era veterans with service-connected disabilities. The procedure used is described in detail in Chapter II.

those with a severe disability rating. The statistics were very similar when veterans over 30 years of age were included.

When severity of disability is held constant it appears that employers are a little more likely to find out about orthopedic disabilities (80%) than neuropsychiatric (73%) or other disabilities (77%).

JOB DISCRIMINATION ON THE BASIS OF DISABILITY

FACTORS RELATED TO THE INCIDENCE OF REPORTED JOB DISCRIMINATION

It is unfortunate but true that disabled persons sometimes are not hired for jobs for which they are qualified simply because they are disabled, even though they may be physically and mentally able to perform the work. A 24-year-old veteran described his experience with such hiring discrimination in a letter to the researchers: "I have experienced, with three big companies, disapproval from them, before even taking a physical, because I was disabled. I was qualified in all other ways for the job, even recommended, but turned down flat on my face when I had to enter a 'Yes' on their application when they asked, 'are you a disabled vet?' "

In the mail survey of disabled veterans the respondents were asked if they thought some employers had not hired them because of their disability. Overall, 29% of the veterans who had looked for work since leaving the service felt they had been turned down for jobs because of their disability. When this item is examined by age and severity of disability (Figure V-1), the incidence of veterans reporting perceived job discrimination based on disability increased as severity of disability increased for every age group. Veterans in the 45 and older age category, though, were less likely to report feeling such discrimination.

An interesting factor is indicated when the veterans who felt they were not hired because of their disability are broken into education groups. Figure V-2 shows this relationship for veterans under 30. With only one exception—those with some college—the higher the educational attainment the less likely the veteran was to have felt that in some cases he was not hired because of his disability. (Those with some college are not significantly different from high school graduates.) The figure also shows again the clear relationship of severity of disability to perceived disability-based job discrimination.

Figure V-2 shows another very clear trend. The amount of disability-related bias in hiring reported by the young veterans varies according to education in a pattern remarkably similar to the way in which unemployment rate varies by education. This trend is especially clear among the slightly and severely disabled veterans.

To interpret these findings it is necessary to rely heavily on conjecture. What Figure V-2 appears to say is that some veterans may blame their disability (a factor beyond their control) for failure in the job hunt, when, in reality, that failure may be related to the amount of education they have received (a factor at least partially within their control). Thus, those veterans who are more likely to be unemployed, or the less educated veterans, are more likely to attribute their lack of success in landing a job to their disability. Only one-fourth of the college graduates with severe disabilities felt that their disability was, in some cases, why they were not hired, while almost a third (30%) of the high school dropouts with slight disabilities felt that some employers had not hired them because of their disability.

This interpretation is by no means offered as evidence that disability-related job discrimination does not really occur or that it is rare. It occurs too frequently. And it occurs with veterans who are well educated and are well qualified. However, we have offered this interpretation because it points to the operation of a very human phenomenon that probably accounts for a portion of the "disability-related" job discrimination reported by these disabled veterans.

REASONS FOR EMPLOYER REJECTION: THE DISABLED VETERAN'S PERSPECTIVE

A sample of long-term unemployed (more than 12 weeks) and discouraged[1] veterans was drawn from the respondents to the mail survey of disabled veterans. These veterans were interviewed by telephone to find out more about their difficulties in landing a job.

Ninety-five of these jobless disabled veterans cited specific recent incidents in which they believed they had been discriminated against by employers because of their disability. As Table V-2 shows, 55% of these veterans reported that the employer didn't actually mention the disability as a reason for not hiring. The remaining 45%, though, said that the employer did give disability as a reason.

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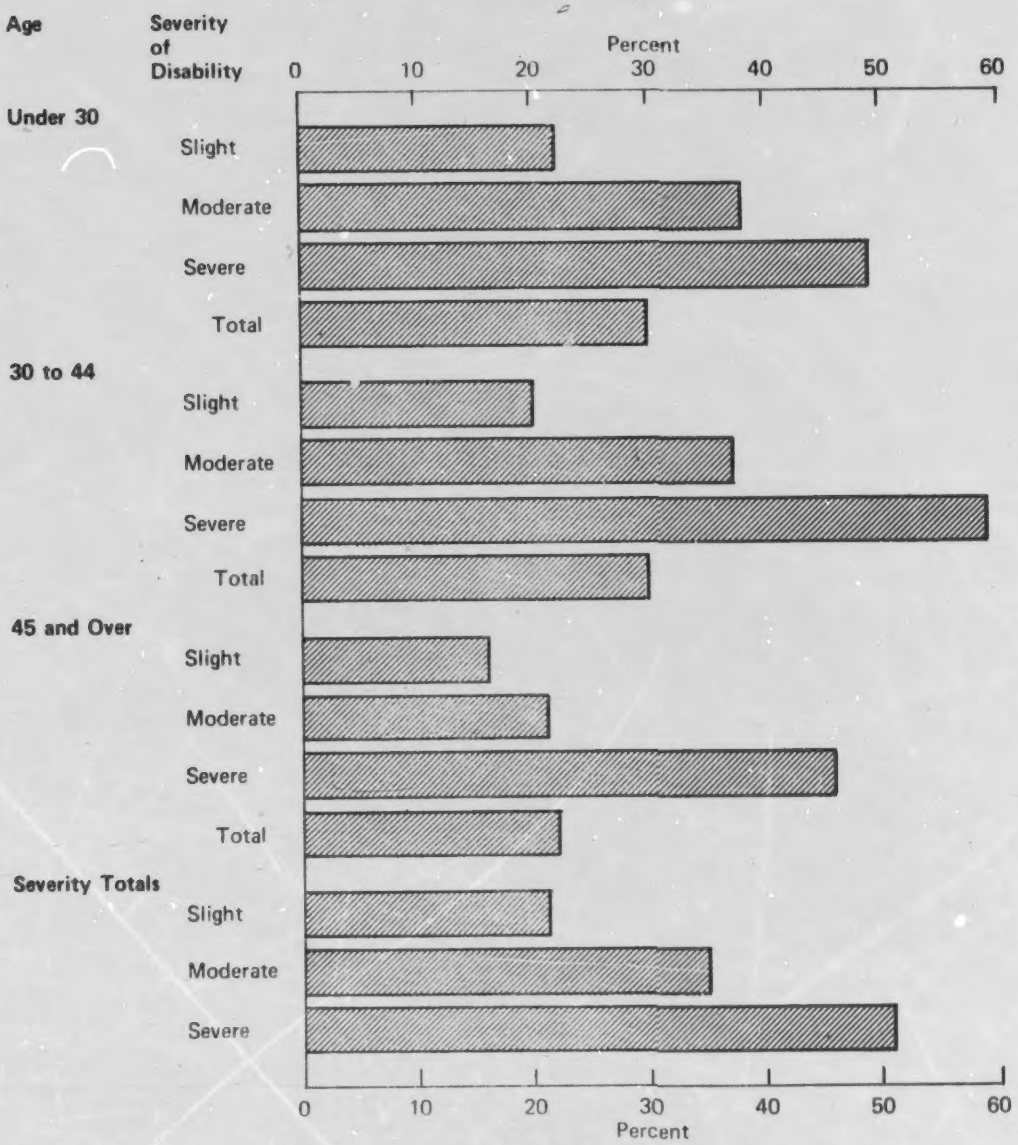
[1] We use this word with the caveat that some veterans so described may not truly be "discouraged," but rather, retired or just not looking for work at present. The term includes veterans who reported looking for work after leaving the service but are no longer looking nor are they in training. Employed veterans are excluded from this category.

Veterans Who Thought Some Employers Did Not Hire Them Because of Their Disability,[a] by Age and Severity of Disability:[b] Veterans Who Looked for Work Since Leaving Service[c]

(Projected Percentage)



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[a] Based on responses to the question, "Do you think that some employers you contacted did not hire you because of your service-connected disability?"

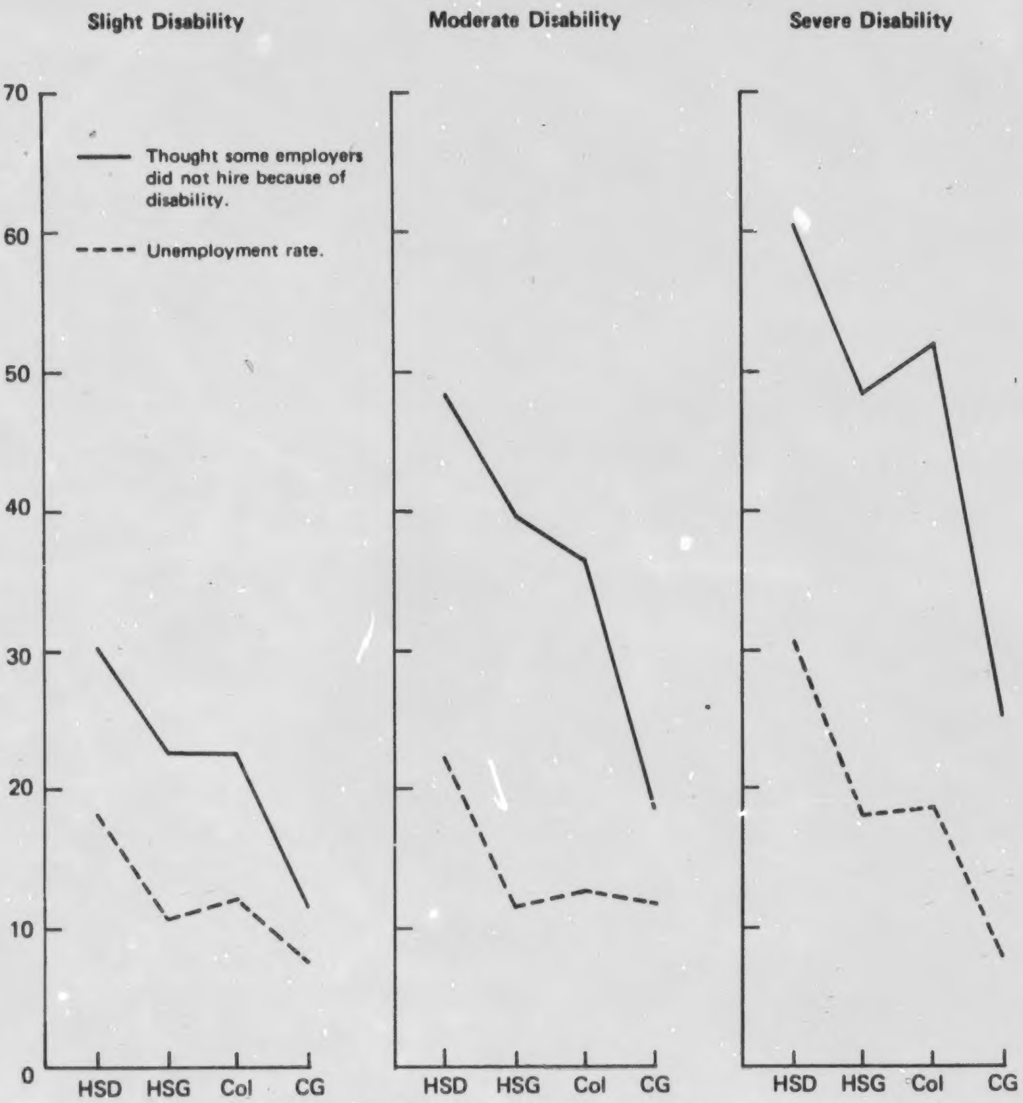
[b] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60-100%.

[c] Data on which this figure is based are presented in Appendix Table A-V-I.

Figure V-1

Unemployment Rate[a] Compared to the Percent of Veterans Who Thought Some Employers Did Not Hire Them Because of Their Disability, by Education[b] and Severity of Disability:[c] Veterans Under 30 Years of Age[d]

(Projected Percentage)



[a] The unemployment rate is the percent of these in the labor force who are unemployed. "Unemployed" means out of work and looking for a job now, could start work within one month if offered a suitable job, not in training or school. The "labor force" consists of all those with jobs plus those unemployed.

[b] HSD (high school dropout) includes the responses "less than 8th grade" and "less than 12th grade;" HSG (high school graduate); Col (attended college) applies to those who went to college but did not graduate from a four-year college; CG (college graduate).

[c] Severity of disability: Slight=10-20% combined disability rating; moderate=30-50%; severe=60=100%.

[d] Data on which this figure is based are presented in Appendix Table A-V-2.

Figure V-2

Table V-2

Employers' Statements on Disability as a Reason for Not Hiring, According to Incidents of Job Discrimination Described By Jobless Disabled Veterans[a]

Employers' Statements About Effects of Disability on Hiring[b]	Percent of Veterans Reporting Employer Response[c]	
Employer Did Not Mention Disability as a Reason		55
Employer Mentioned Disability as a Reason:		45
Not Able to do the Job Because of Disability	18	
Possible Accident due to Disability	9	
Insurance Limitations or Possible Medical Liability	7	
Future Ability to Perform Job Could be Affected by Disability	1	
Disability Mentioned by Employer, but Respondent Does Not Give Sufficient Information to Classify	10	

[a] Based on telephone interviews with jobless disabled veterans who said employers had not hired them because of disability. Each described in detail the most recent incident of alleged discrimination. They were then asked what the employer said about their disability.

[b] The verbatim responses of the respondents were later content analyzed, giving the employer reasons listed.

[c] Based on the responses of 95 jobless disabled veterans who were able to describe a specific recent incident in which they believed they had been discriminated against because of disability.

By far the most common reason (18%) given by employers was that the veteran would not be able to do the job because of his disability. Half as many veterans (9%) said that employers mentioned the increased likelihood of accidents because of the disability. Slightly fewer of the veterans (7%) citing cases of discrimination reported that the employer gave insurance limitations or possible medical liability as reasons.

All the veterans interviewed by telephone were read a list of reasons employers sometimes give for not hiring disabled persons. After hearing each reason they were asked if any employers they had contacted during their job search had mentioned it as a reason for not hiring them. Table V-3 gives the results.

Of the 230 veterans responding, one-fourth said that they had on occasion been told by employers that the work was too demanding for people with disabilities. Insurance costs were given as a reason to 18% of the veterans, and 16% of the respondents reported they were told that disabled people could not pass the physical examination required before being hired.

Discrimination in employment is difficult to prove. There are many elements that enter into the employer's decision to hire or not to hire a given applicant, and prejudice, based on whatever factors, is seldom the only reason for rejection. Employers can sometimes justify, even to themselves, rejecting certain applicants even though prejudice

Table V-3

Reasons Given by Employers for Not Hiring,[a] According to Long-Term Unemployed[b] and Job-Discouraged[c] Veterans

Employer's Reason	Percent Stating an Employer Has Given This Reason[d]
"Most disabled people can't pass the tough physical exam our doctors give to everyone before they are hired here"	16
"If we hired persons with a disability, our insurance costs would go up"	18
"We can't make changes in our jobs or working conditions so that disabled people can work here"	11
"Most of our work is too demanding for people with disabilities"	25
"We can't hire disabled people because we find they take too much sick leave"	12
"In our company we promote on the basis of achievement, and persons with a disability can't stay in the running"	5

[a] Based on responses to telephone interview questions: "Now I'm going to read you some reasons employers sometimes give for not hiring disabled people. After I read each reason, I will ask you to tell me whether *any of the employers* you contacted *ever told you that* as reason for not hiring you."

[b] Long-term unemployed is defined as those, according to their mail survey responses, not employed nor in training, and looking for work more than 12 weeks (N=82).

[c] Job-discouraged is defined as those who looked for work after leaving the service but are not currently employed nor in training, and are no longer looking for work (N=148).

[d] Percent is based on the 230 long-term unemployed or job discouraged who were interviewed and were asked these questions.

may have weighed heavily in the decision. It is this subtle and perhaps unrecognized form of discrimination that is most pernicious.

Probably the most disheartening comment an employer can make to a disabled applicant is, "Our work is too demanding for people with disabilities." Yet, as reported earlier, a quarter of the long-term unemployed and job-discouraged veterans had heard some form of this blanket rejection from at least one employer. Perhaps some, but certainly not all, of these veterans were applying for jobs that they could not adequately perform.

The following case is excerpted from a letter from a young veteran with a severe disability. It illustrates the kind of subtle discrimination just described.

> "I was filling out an application for employment with one company, the name of which I will not mention, when I met the employer and he told me he definitely wanted to have a personal

interview with me the following day and that he would contact me or the employment agency as to the time of the interview. Well, the following day I never heard from him so I called the employment office twice, the second time I called, the employment agency told me he had already hired someone for the position because I wouldn't have passed their physical.

"Another company told the employment agency I couldn't handle a position with their company because it required working on my feet.

"A nationally known company wouldn't hire me because of a company policy which stated they couldn't hire anyone with only one eye.

"One electronics company said they couldn't take a chance with me because I would be working with equipment that would be used in hospitals.

"The company I now work for told me my disabilities played no part in their decision to hire me. After ten months they said I am still working out fine. I haven't missed any work due to my disabilities and have already received two raises. Each raise I have received has been more than was promised.

"My job requires me to work on my feet constantly and deals with sophisticated equipment used in hospitals and none of my disabilities has prevented me from performing my duties, although many employers stated my disabilities would hinder me from performing their company functions.

"If only these companies would give the disabled veteran a chance they may find out that instead of just having disabilities they also have abilities."

During the telephone interviews, the long-term unemployed and job-discouraged veterans were read a list of reasons people commonly give for not being able to find work. They were asked to state how much each reason fit their own particular case. The distribution of responses to this list is presented in Table V-4.

This table shows that although disability was seen as a major barrier to employment, many disabled veterans responding point out that they have one or more problems unrelated to disability that act as considerable employment barriers. The employment problems most often cited that are not related to disability are:

(1) "There are few openings for the kind of work I wanted to do." (37% responded "somewhat" or "very much.")
(2) "Most people who apply for the kind of work I looked for have more job experience than I have." (32% responded "somewhat" or "very much.")
(3) "Most people applying for the kind of job I looked for have technical training or apprenticeship training that I don't have." (27% responded "somewhat" or "very much.")

Many of these disabled veterans see their difficulties in finding work as being related to the over-abundant supply of labor for the kind of work they are trained to perform. Table V-5 shows that only one out of five attribute their job finding difficulties solely to disability.

Table V-4

Reasons for Difficulty in Finding Work[a] Given by Long-Term Unemployed[b] and Job-Discouraged[c] Veterans

Reason	Percent Stating Reason Applies to Them[d]				
	Very Much	Somewhat	Slightly	Not at All	Don't Know
"Most people who apply for the kind of work I looked for have more job experience than I have"	15	17	17	47	2
"Most people applying for the kind of job I looked for have technical training or apprenticeship training that I don't have"	16	11	16	55	2
"Employers didn't think I would be a good worker because I had a long period of unemployment in the past"	10	7	12	69	2
"Employers didn't think I would be dependable because I held a lot of different jobs and didn't stay with any job very long"	3	8	8	79	0
"There are very few openings for the kind of work I wanted to do"	19	18	16	44	2
"I don't do a very good job of selling myself in job interviews"	6	7	11	75	2
"Employers didn't want to hire me because I don't belong to the union"	3	2	3	90	2
"Employers didn't want to hire me because I didn't graduate from high school"	2	1	2	94	0
"Employers didn't want to hire me because my military discharge is not honorable"	1	0	0	100	0
"Employers didn't want to hire me because I once got into trouble with the law"	1	1	1	97	0
"Because of my disability, getting to and from work would be too much of a problem"	6	6	10	78	0
"Employers don't want to hire a person with a disability like mine"	28	17	10	39	5

[a] Based on responses to telephone interview questions: "I'm going to read you some reasons people have mentioned for not being able to find work. After I read each reason I will ask you to tell me if that reason fits your case while you were looking for work." After reading each of the possible reasons the interviewer asked, "How much did that reason fit you? Would you say very much, somewhat, slightly, or not at all?" If the respondent could not select one of the four alternatives, the interviewer classified the answer as don't know.

[b] Long-term unemployed is defined as those, according to their mail survey responses, not employed nor in training, and looking for work more than 12 weeks (N=83).

[c] Job-discouraged is defined as those who looked for work after leaving the service but are not employed now nor in training, and are no longer looking for work (N-153).

[d] Percent is based on the 236 long-term unemployed or job-discouraged who were interviewed and were asked these questions.

Table V-5

Relationship of Disability and Nondisability Factors as Perceived Causes of Job-Finding Difficulty:[a] Long-Term Unemployed[b] and Job-Discouraged[c] Veterans

Disability Rated As "Very Much" or "Somewhat" Important[d]	At Least One Nondisability Factor Rated "Very Much" or "Somewhat" Important[e]				Row Total	
	Yes		No			
	%	N	%	N	%	N
Yes	52	56	48	51	45	107
No	36	47	64	82	55	129

[a] Based on responses to telephone interview questions: "I'm going to read you some reasons people have mentioned for not being able to find work. After I read each reason I will ask you to tell me if that reason fits your case while you were looking for work. . . ." After reading each of the possible reasons, the interviewer asked, "How much did that reason fit you? Would you say very much, somewhat, slightly, or not at all?" If the respondent could not select one of the four alternatives, the interviewer classified the answer as don't know.

[b] Long-term unemployed is defined as those, according to their mail survey responses, not employed nor in training, and looking for work more than 12 weeks (N=83).

[c] Job-discouraged is defined as those who looked for work after leaving the service but are not employed now nor in training, and are no longer looking for work (N=153).

[d] Response to the possible reason "Employers don't want to hire a person with a disability like mine."

[e] The 10 nondisability factors mentioned to the respondent are given in the preceding table.

CONSIDERING THE DISABLED APPLICANT: THE EMPLOYER'S POINT OF VIEW

To round out our perspective on the issue of job discrimination based on disability, we questioned employers on the subject through a mail survey and in personal interviews. As pointed out in the introduction to this chapter, these substudies are based on small, nonprobability samples. However, the data do give a "feeling" as to where the employer stands on the issue.

In the mail survey, employers were presented a list of reasons often given for not hiring handicapped applicants. They were asked to indicate their agreement or disagreement with each reason. The results appear in Table V-6.

Considering the experiences reported by many disabled veterans, it is not surprising that over half (53%) of the employers agreed somewhat or strongly with the statement, "Only a few jobs within our company can be handled by handicapped workers." Half felt that most of their jobs would have to be redesigned to fit handicapped workers. However, 48% agreed that hiring handicapped workers brings good publicity.

In most industries or businesses there are a few light duty jobs that could be handled even by workers with fairly severe disabilities. However, union contracts and company personnel policies sometimes limit the employers' options in filling such positions. Thus, 41% of the employers agreed with the statement, "Seniority rules in our organization make it difficult to give lighter jobs to newly-hired handicapped workers."

Table V-6 makes it clear that most employers do not feel that supervisors or fellow workers would feel uncomfortable with, or would object to working with, handicapped

Table V-6

Degree of Agreement Among Employers on Specific Reasons Often Given for Hiring or Not Hiring the Handicapped: Respondents to the Mail Survey of Employers[a]

Specific Reasons[b]	Degree of Agreement: Agree Somewhat or Strongly (Percent)	Neither Agree nor Disagree (Percent)	Disagree Somewhat or Strongly (Percent)
Hiring handicapped workers would raise the cost of our disability benefits.	5	34	60
Only a few jobs within our company can be handled by handicapped workers.	53	16	30
Most of our jobs would have to be especially redesigned to fit handicapped workers.	50	15	34
Our organization saves those jobs which the handicapped could do for their own employees who develop handicaps during their years of service.	23	22	52
Hiring some handicapped workers brings good publicity.	48	40	11
Our organization does not use the expensive selection and placement procedures which the handicapped would require.	22	44	30
Our employees would not like to work with handicapped workers.	3	12	84
The public we contact are uncomfortable with employees who have visible physical handicaps.	8	27	64
Our supervisors often object to hiring handicapped workers for their work units.	12	24	62
Our organization puts a lot of emphasis on good appearance of its workers, so we tend to be careful about hiring handicapped people.	9	16	74
Seniority rules in our organization make it difficult to give lighter jobs to newly-hired handicapped workers.	41	18	40
We like to hire people we can promote, and people with a physical handicap are too often limited in job level.	25	22	51

[a] Based on the responses of 103 employers who completed the mail survey questionnaire.

[b] Taken verbatim from the mail survey questionnaire.

workers. Also, most don't feel that the segments of the public contacted by their respective companies would feel uncomfortable with employees with visible physical handicaps.

To allow more flexible and in-depth questioning, personal interviews were conducted with 28 employers in four cities. (Employers with exemplary programs for hiring the handicapped have been excluded from this count.) These interviews were conducted with employers representing a full range of businesses from a small credit bureau in Dallas, to a large department store in Chicago, to a giant San Francisco-based conglomerate.

Each of the employers interviewed was asked if there were factors that tended to limit the number of qualified handicapped applicants his company could hire. Over half (17 of the 28 interviewed) said there were limitations. However, when asked to list limiting factors, the most typical responses were job availability and the qualifications of the applicant—factors not specifically related to disability. The disability-related factors mentioned were working conditions and hazards, the physical requirements of the job, and the nature of the disability.

Employers responding to the mail survey were asked to indicate their agreement or disagreement with several statements about handicapped workers. The distribution of responses is presented in Table V-7. The data indicate that most of the employers responding (70%) feel that private industry has a responsibility to hire handicapped workers. A substantial percentage (29%) even agree that private employers should be legally required to hire handicapped workers if they are qualified for the job. Almost four out of ten employers (39%) also believe that government agencies should assume a greater role in hiring handicapped workers.

In another list in the mail survey, employers were asked to state their degree of agreement with a series of comments about special preference for disabled veteran job applicants. The responses are presented in Table V-8.

More than three-quarters (77%) of those responding agreed that employers should give special consideration to hiring disabled veterans as long as they meet the basic qualifications for the job. However, when presented with specific examples, and with "consideration" defined as giving preference over other applicants, endorsement seemed to dissolve. The statement "A veteran who had a leg amputated while in Vietnam should be hired in preference to other applicants—if the veteran has the essential qualifications for the job" drew only 52% agreement. For the statement "A veteran who developed trouble with heart or circulatory system as a result of service in Vietnam should be hired in preference to other job applicants—if the veteran has the essential qualifications for the job" the percent of employers in agreement fell to 28%. And the statement "A Vietnam veteran who was treated in a psychiatric hospital should be hired in preference to other job applicants—if the veteran has the essential qualifications for the job" was endorsed by only 24% of the employers responding.

In other words, a third of the employers, who agreed that disabled veteran applicants should be given special consideration, would not extend that consideration to actually giving preference to a qualified disabled veteran applicant with an amputated leg; almost two-thirds would not give job preference to a veteran with a circulatory or heart disability; and over two-thirds of the employers, who felt that severely disabled veterans deserve special consideration, would not give job preference to a qualified veteran with a psychiatric disability. It appears, then, that few of the employers responding to the survey were willing to extend special consideration to disabled veterans without placing restrictions on that consideration.

The differences in employers responding to veterans with the three types of disabilities probably reflect the common concern of employers for minimizing medical risk to their company when hiring. Both the heart or circulatory disorder and the neuropsychiatric condition would be considered higher risk (future medical claims, extensive

Table V-7

Degree of Agreement Among Employers on Some General Comments Sometimes Made About Moderately or Severely Handicapped Employees: Respondents to the Mail Survey of Employers[a]

General Comments	Degree of Agreement: Agree Somewhat or Strongly (Percent)	Neither Agree nor Disagree (Percent)	Disagree Somewhat or Strongly (Percent)
Because of the risks involved, only large companies can afford to hire the handicapped.	6	18	76
Handicapped workers often require more lenient rules on absenteeism, tardiness, sick leave, etc., than do non-handicapped workers.	16	19	63
Running a business or department nowadays is difficult enough without hiring handicapped workers.	10	19	70
Private industry has a responsibility to hire some handicapped workers.	70	20	9
Private employers should be legally required to hire the handicapped if they are qualified for the job.	29	21	48
A supervisor ought not to expect a handicapped person to do as much work as a non-handicapped person.	8	19	72
It is best for handicapped persons to work in small companies where everyone knows everyone else.	16	42	42
Governmental agencies should assume a much larger role in hiring handicapped workers.	39	40	19

[a] Based on the responses of 103 employers who completed the mail survey questionnaire.

sick leave) than the amputation. In addition, those who suffer anatomical loss because of military service conform to the popular image of the disabled veteran. VA personnel often told us that when employers requested a disabled veteran for a job opening they usually had an amputee in mind.

Some of the disabled Vietnam-era veterans interviewed during the course of the study felt they were at an added disadvantage because employers commonly assume that most Vietnam veterans are drug users. The employer survey, however, did not bear this out. Only 1% of the employers surveyed agreed with the statement, "Disabled Vietnam veterans who are seeking work are likely to be drug users." This agrees with the findings

Table V-8

Degree of Agreement Among Employers on Comments About Disabled Veterans as Job Seekers: Respondents to the Mail Survey of Employers[a]

Comments About Disabled Veterans As Job Seekers	Degree of Agreement: Agree Somewhat or Strongly (Percent)	Degree of Agreement: Neither Agree nor Disagree (Percent)	Degree of Agreement: Disagree Somewhat or Strongly (Percent)
An employer should give special consideration to hiring a severely disabled Vietnam veteran job applicant—assuming the veteran has the basic qualifications for the position he is seeking.	77	14	10
A moderately or severely disabled veteran who is qualified for a job should be hired—even though other more qualified applicants are available.	26	22	52
Disabled Vietnam veterans who are seeking work are likely to be drug users.	1	26	72
Employees who are disabled veterans can be expected to take more sick leave than other veterans.	6	26	68
Disabled veterans can be expected to make more dependable employees than other veterans.	42	44	15
A veteran who had a leg amputated while in Vietnam should be hired in preference to other job applicants—if the veteran has the essential qualifications for the job.	52	32	15
A veteran who developed trouble with heart or circulatory system as a result of service in Vietnam should be hired in preference to other job applicants—if the veteran has the essential qualifications for the job.	28	47	24
A Vietnam veteran who was treated in a psychiatric hospital should be hired in preference to other job applicants—if the veteran has the essential qualifications for the job.	24	47	27

[a] Based on the responses of 103 employers who completed the mail survey questionnaire.

of a 1971 survey conducted for the Veterans Administration by Louis Harris & Associates, Inc. In this survey (9) employers were asked what they thought were the greatest problems veterans face in finding jobs after returning from the Armed Forces. Only 5% listed the "drug scare, fear of employers to hire veterans."

EMPLOYERS' EXPERIENCE WITH HANDICAPPED WORKERS

The 28 employers who were interviewed for the study were asked about their own experience with handicapped workers. The majority (23 of the 28 interviewed) said that they currently have moderately or severely handicapped employees on the work force. More than half of these indicated that some of the handicapped employees were disabled veterans, and 11 said that some were disabled Vietnam-era veterans. These figures are probably conservative, because many of the employers said that they really didn't know how many of their handicapped employees were veterans.

We asked the employers if their handicapped employees seem to require more lenient rules on absenteeism, sick leave, or tardiness. Most replied that they didn't keep records comparing handicapped employees to nonhandicapped employees and that any impression they had concerning their work habits was based only on complaints, or the lack of complaints, from supervisors. However, not one of the employers interviewed felt that their handicapped workers required more leniency in any of these areas. Quite to the contrary, a great number of them stated that if anything, their handicapped employees were above average in their work habits.

We also questioned employers as to whether their disabled workers were more difficult to promote than their nondisabled employees. Only three felt they were.

In the mail survey also, we asked employers if "handicapped workers often require more lenient rules on absenteeism, tardiness, sick leave, etc., than do non-handicapped workers." Almost two-thirds (62%) felt that they do not (see Table V-7).

Special Adjustments for Handicapped Workers

Most disabilities do not prevent an individual from working for a living, but some require a change of occupation, and most severe disabilities make life on the job somewhat more difficult. Special arrangements can sometimes be made by employers to make it easier for a disabled person to work. These arrangements may be as simple as installing a wheelchair ramp or as complex as making physical modifications to the employee's work station.

In the mail survey of disabled veterans, respondents who had held a job in 1973 were asked if their employer had made any special arrangements to ease the problem of working with a disability. In all, 11% of the veterans responding reported they had some form of special job arrangement. Table V-9 gives the percent of veterans reporting such arrangements, broken out by age and severity of disability.

Except for the severely disabled, the likelihood of a veteran having received some form of special arrangement from his employer was about the same for veterans under 30 years of age as for those 30 and over. There were marked differences, however, among the three severity groups. For the veterans under 30, those with severe disabilities were about twice as likely as those with slight disabilities (17% vs. 9%) to have been granted special arrangements by their employer. For the veterans 30 and over, those with severe

Table V-9

Veterans Reporting Employer Made Special Job Arrangements,[a] By Age and Severity of Disability:[b] Veterans Reporting Longest Held Job in 1973 Whose Employer Knew of Disability at Time of Hiring

(Projected Percentage and Unweighted N)

Severity of Disability	Age Category				Severity Totals	
	Under 30		30 and Over			
	%	N	%	N	%	N
Slight	9	925	7	462	9	1387
Moderate	12	1224	12	697	12	1921
Severe	17	906	24	367	19	1273
Age Totals	11	3055	10	1526		

[a] Based on responses to the question, "Did your employer make arrangements so that you could work with your disability?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

disabilities were about three and a half times as likely as those with slight disabilities (24% vs. 7%) to have received special arrangements on the job.

It appears, then, that the older, severely disabled veteran is the most likely to have received some special arrangement from his employer. This is probably at least in part a reflection of the fact that the older veterans are more likely to have reached a higher level of organizational rank or status.

This also ties in with an observation made during the employer interviews: Many of the examples of special arrangements for handicapped employees described by employers were for workers who had become disabled while under their employ. In some cases it appeared that the employer might be applying a double standard. That is, he would make adjustments for employees who became disabled, but would not consider hiring a disabled person who might require such adjustments. For example, one employer had modified the work station of a drill press operator who had become blinded while on the job. The company proudly described this worker in a feature story in a company publication. However, when the personnel director was asked whether his company would hire a qualified blind drill press operator, he said it was unlikely.

Some disabilities appear more likely to require special job arrangements than others. Table V-10 explores the relationship of severity and type of disability to the number of veterans under 30 years of age reporting special arrangements. Overall, the likelihood of a disabled veteran having received special job arrangements does not appear to bear any clear relationship to type of disability.

To get some idea of the kind of special arrangements made by employers, we asked veterans responding to the mail survey to list any arrangements that had been made for them. Approximately 4,000 questionnaires were scanned by the researchers and all special arrangements were listed. A content analysis of these special arrangements shows that employers tend to make several basic kinds of accommodations: (a) flexibility of working hours, extra rest periods, and initial assignment to an appropriate job (50% of the special arrangements made); (b) exemption from lifting tasks (13% of the special arrangements); (c) changes in job duties or transfers to a more appropriate job (10% of the special arrangements); (d) provision of special equipment and minor changes in the work setting (8% of the special arrangements). The percentage of each type of employer arrangement reported is listed in Table V-11.

Typical examples of employer arrangements listed for disabled veterans with diverse disabilities and varying degrees of severity are presented in Table V-12. (See Table III-34 in Chapter III for special arrangements made by employers for some of the young, severely disabled veterans.) As the tables show, most of the special arrangements make minimal demands on, or entail minimal costs to, the employer (e.g., "if I say I need a rest, they will give it to me"; "changed my parking place closer to the plant"; "he told me to set my own pace"; "he did not make me lift heavy things").

Even in cases where the employer provided special equipment the cost seemed to be minimal (e.g., "I was given a filter mask"; "He supplied visual aids"; "I was given a chair to work with while everyone else had to stand up").

In both the mail survey of employers and in the personal interviews we sought their views on providing special help for handicapped workers. Of the 28 employers interviewed, half said their company makes special arrangements for handicapped workers. By far the most commonly cited form of special help was the allocation of special parking spaces. Only a fourth had restructured work stations to accommodate handicapped employees. Very few of the employers, who said their company had modified work stations, could give specific instances. One said that his company had moved furniture to accommodate a wheelchair, and one said that a room had been redesigned to accommodate wheelchairs.

Fewer than one-fifth of the employers interviewed indicated that their buildings were free of architectural barriers, which pose a continuing problem for handicapped workers. Many new buildings being constructed are designed so that they will be accessible to handicapped workers, but it seems that few old buildings are modified to eliminate existing barriers. (One large employer we visited pointed out that as part of their campaign to hire the handicapped, a company building was specifically designed to be fully accessible to wheelchair-bound workers. We asked how many wheelchair-bound workers they currently employed. They had none.)

Employers responding to the mail survey were not asked to list special help they had provided handicapped workers, but they were asked if they agreed with the statement, "A supervisor ought not to expect a handicapped person to do as much work as a non-handicapped person" (see Table V-7). Almost three-fourths (72%) of the employers disagreed with the statement.

There is one thing employers can do to determine which jobs can be adequately and safely performed by persons with various disabilities, and that is to perform a physical demands analysis of jobs within the company. Only one-fourth (7) of the 28 companies interviewed had ever performed such an analysis. Most of these added qualifying statements (e.g., "Only specific jobs were analyzed"; "It's done on an ad hoc basis to identify a possible job for a person already employed who becomes disabled"; "Such an analysis has been performed but it's not used by the employment office"). Only one employer stated unequivocally that "each job has a physical demands analysis." He added that this had been the policy of the corporation for over 20 years.

Table V-10

Veterans Reporting Employer Made Special Job Arrangements,[a] by Type[b] and Severity[c] of Disability: Veterans Under 30 Years of Age Reporting Longest Held Job in 1973 and Whose Employer Knew of Disability at Time of Hiring

(Projected Percentage and Unweighted N)

	Type of Disability							
	Orthopedic		Neuropsychiatric		Other		Severity Totals	
Severity	%	N	%	N	%	N	%	N
Slight	9	544	14	84	8	297	9	925
Moderate	13	617	12	297	11	310	12	1224
Severe	18	483	16	218	17	204	17	905
Totals by Type of Disability	11	1644	14	599	10	811		

[a] Based on responses to the question, "Did your employer make arrangements so that you could work with your disability?"

[b] Type of disability: Orthopedic includes bone, muscle, and joint injuries and disease, and amputations. Neuropsychiatric includes central and peripheral nervous system damage and disease, and neuroses and psychoses.

[c] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table V-11

Categories of Special Job Arrangements Made by Employers, and Percent of Veterans Reporting Arrangements in Each Category[a]

Special Job Arrangements	%	N
Flexibility of Hours	18	56
Extra Rest Breaks	16	49
Assigned to Appropriate Job in the First Place	16	49
Regular Duties but no Lifting	13	40
Change of Duties of Transfer of Job	10	31
Special Equipment	8	24
Work at Own Pace	7	22
Special Parking	5	16
Help From Supervisor or Others	4	12
Miscellaneous	2	5

[a] Based on a content analysis of 304 randomly selected job arrangements reported by disabled veterans in response to the question, "Did your employer make arrangements so that you could work with your disability? (For example, extra rest periods, special parking, special equipment for doing the work, change of job duties, help from supervisor)."

Table V-12

Selected Examples of Special Arrangements Made by Employers

Nature of Special Arrangement	Job Held	Nature of Disability	Combined Disability Rating (Percent)
EXTRA REST BREAKS			
"If I got hot and dizzy I could go have a rest in the shade"	Laborer	Hypertensive vascular disease	30
"He told me to take a rest break whenever my leg bothered me"	Laborer	Foot injuries	20
"He makes me rest for 10 to 15 minutes. When the weather is cold he makes me take a longer rest period"	Mechanic	Impairment of bones in lower leg	40
"If I say I need a rest, they will give it to me"	Postal Service clerk	Injuries to pleural cavity	40
"Since the work involves mainly standing and walking, he arranged that I could take more frequent rest periods"	Laboratory technician	Knee injury	60
ASSIGNMENT TO APPROPRIATE JOB			
"He put me on the 11pm to 7am shift so I could sit more often"	Hotel desk clerk	Phlebitis	40
"I work at a service bar where I would not have to move around much"	Bartender	Tuberculosis of bones and joints	100
"He put me in a clean shop"	Assembly line worker	Bronchial asthma	30
"He put me in a small station with no crowds"	Postal Service clerk	Schizophrenic reaction	50
"He provided me a job that would not cause prolonged walking or standing"	Front end loader operator	Foot injuries	50
"He gave me bench work so I could stay off my feet"	Electrical assembly operator	Limited motion of ankle	30
"He put me as a night guard so there would be a minimum of activity"	Security guard	Degenerative arthritis	40

(Continued)

Table V-12 *(Continued)*

Selected Examples of Special Arrangements Made by Employers

Nature of Special Arrangement	Job Held	Nature of Disability	Combined Disability Rating (Percent)
PERFORMANCE OF REGULAR JOB DUTIES EXCEPT LIFTING			
"I told him I wasn't supposed to lift anything real heavy, so he called on others to do the heavy lifting"	Printer	Fractured vertebra	60
"I was not required to do heavy or any strenuous activity that in any way would affect my disability"	Carpenter	Injury to muscles in hip	30
"I was working on print layouts and had people help me when I was fitting the pipes"	Pipe fitter	Paralysis of shoulder and arm	60
"He did not make me left heavy things"	Delivery truck driver	Injuries to thigh muscles	40
"No lifting jobs"	Park maintenance man	Arthritis	30
FLEXIBILITY OF HOURS			
"One half hour less per day to fit in my dialysis schedule"	Collection manager at bank	Chronic nephritis	100
"Made it possible for me to make my VA appointments, take my medication and my physical examinations"	Gas station attendant	Schizophrenic reaction	50
"Time off to go to dentist"	Apprentice lineman	Scars disfiguring face	60
"Allowed time off or shorter hours for headaches as a result of my injury"	Hairstylist	Loss of part of skull	60
"I didn't have to worry about losing my job if I missed work"	Bartender	Duodenal ulcer	70

(Continued)

Table V-12 *(Continued)*

Selected Examples of Special Arrangements Made by Employers

Nature of Special Arrangement	Job Held	Nature of Disability	Combined Disability Rating (Percent)
"When I had my operation they extended my leave-without-pay status"	Clerk	Limitation of motion of spine	40
"Part time work instead of usual full time"	Bookkeeper	Varicose veins	20
"He gave me Wednesday afternoon off so I could go to physical therapy"	Bookkeeper	Amputation of both feet	100
"Because of the cold, my arm and hand would pain me, so I would be able to take the winter off and come back in the summer"	Truck driver	Loss of movement of one hand	100
CHANGE OF DUTIES			
"Instead of doing field work, he shifted me to the office"	Bill collector	Amputation of leg below knee	40
"I was hired as an installer, but was then offered an inside job because of disability"	Telephone repairman	Injuries to hip muscles	50
"I've been changed from some operations which require greater dexterity than I possess"	Machinist	Paralysis of hand	70
"I was working 55 to 65 hours a week as a buyer. My boss switched me to 40 hours in Accounts Payable"	Bookkeeper	Multiple sclerosis	90
SPECIAL EQUIPMENT			
"He put in telephone horns so I could hear the phone ring"	Foreman	Hearing loss	30
"He supplied visual aids"	Laboratory technician	Loss of one eye and other impaired	100
"I had hydraulic tailgate on my truck"	Delivery truck driver	Lumbosacral strain	10

(Continued)

Table V-12 *(Continued)*

Selected Examples of Special Arrangements Made by Employers

Nature of Special Arrangement	Job Held	Nature of Disability	Combined Disability Rating (Percent)
"My employer makes arrangements for heart patients to use forklifts, electric floor jacks, etc"	Roll feed press operator	Arteriosclerotic heart disease	30
"I could use different types of distillates for the cleanup work after installing the glass"	Glass installer	Eczema	50
OTHER SPECIAL ARRANGEMENTS			
"He told me not to push myself, just to work at my own speed"	Apprentice mechanic	Psychotic reaction	60
"He told me to set my own pace"	Custodian	Degenerative arthritis	30
"Changed my parking place closer to the plant"	Order clerk	Amputation of leg at thigh	70
"Special parking"	Draftsman	Amputation of both feet	100
"I was given a car pass to come and go to my job"	Payloader operator	Arthritis	30
"The Department of Transportation told me I couldn't drive Interstate Highways because of my disability. My employer contacted his senator and I got permission to drive within city limits"	Truck driver	Loss of one eye	50
"He was very understanding about me sitting rather than standing during my work"	Orthopedic appliance maker	Amputation of both feet	100
"I was furnished a chair to work with while everyone else had to stand up"	Piano assembler	Amputation of leg below knee	60

CONCLUSIONS

The information derived from questionnaires mailed to employers and from discussions held with them and with disabled veterans leads to a number of conclusions. Some of these appear to be clear-cut and some rather vague and tenuous. (As stated in the introduction to this chapter, the data provided by all sources other than the mail survey of disabled veterans were based on small samples and therefore cannot be considered to be statistically significant.)

The data indicate that many disabled veterans feel that the pre-employment physical examination and medical history questionnaire operate to unfairly exclude them from consideration for jobs. Almost three-fourths of the employers interviewed require some information about physical disabilities from job applicants. This has led some disabled job seekers to conceal their disabilities from prospective employers.

A large portion of the disabled veterans surveyed felt that some employers they had contacted did not hire them because of their disability. To a certain extent, reported disability-based job discrimination is probably related to other disadvantaging factors (e.g., low educational attainment). It was noted that for veterans under 30, reported job discrimination varied with education in much the same way that unemployment rate varied with education.

When employers mention disability as a reason for not hiring, the most common excuse (as reported by the disabled veterans) is, "Our work is too demanding for people with disabilities," or a variation of that statement. The researchers speculated that many employers were guilty of a subtle form of discrimination which they themselves may not even be aware of. This is supported by the fact that over half of the respondents to the employer mail survey agreed that "only a few jobs with our company can be handled by handicapped workers." These employers, it would appear, were responding to their own pre-formed idea of what a handicapped worker is and what he is capable of doing. Among the employers interviewed only a fourth had ever made physical demands analyses of their jobs to determine objectively which could be performed by persons with various handicaps.

The employers who responded to our mail survey and our interviews indicated that they generally accepted a responsibility to hire some handicapped workers and they appeared to endorse the proposition that handicapped people make good workers. On the other hand the employers seemed to be saying that they would hire a disabled applicant if he were found qualified for the job by the usual testing procedure, and if he could perform the work without requiring any special consideration. In other words, if he can compete with all the nondisabled applicants for the job and come out on top, he will be hired. Those judged to be of high medical risk (likely to have future medical claims or extensive sick leave) will face additional barriers to employment.

Before closing this section an important caveat must be added. It is, perhaps, too easy to assail employers for the misfortunes of the unemployed disabled. One must consider that their decisions are not made in a vacuum. The company personnel officer must carefully guide his decisions between the Scylla and Charybdis of corporate policy and affirmative action guidelines.

The employers' perspective must be viewed in the context of rational business decision making. His corporate mandate is to hire the best qualified and most efficient applicant for any given opening that the budget will allow. Yet he also must take into consideration the priorities accorded special applicant groups. As one employer remarked, "It's hard to keep up with the priorities from day to day." In addition, employers are constrained by their organizations' seniority system as well as the need to take care of their own employees who become handicapped after years of service. So we must agree with the disabled veteran who wrote, "Somehow I can't bring myself to blame the employer entirely."

In the first part of this chapter we have focused a considerable amount of attention on the negative issues in the employment of disabled veterans. For the remainder of the chapter we will explore the brighter side of the picture as we examine some outstanding programs for training and hiring disabled persons.

OUTSTANDING EMPLOYER PROGRAMS FOR DISABLED VETERANS AND OTHER HANDICAPPED WORKERS

We have examined how a diverse cross section of employers deal with disabled veterans and other handicapped applicants as reported by the disabled veterans and by employers. We now look at the employment practices and experiences of nine employers and one Veterans Administration program dealing with many employers, as these practices relate to disabled workers. These 10 programs were selected from among those recommended as outstanding in promoting employment of disabled veterans and other handicapped workers by members of the President's Committee on the Employment of the Handicapped. Three of the ten programs focus on disabled veterans, and the others on handicapped workers in general. We broadened our study to include handicapped workers in general because only a few employer programs are concerned exclusively with disabled veterans.

Members of the research staff visited each of these employers and obtained information about their programs by interviewing and observing, and by studying program materials. We wished to learn how these employers implemented programs which overcame employment barriers and provided work for severely disabled individuals.

We discuss these 10 programs and several other employer programs for handicapped workers, which we did not observe first hand but learned about in other ways.

> NOTE: The names of organizations and individuals have been changed throughout this section to withhold specific identification, except for the VA and the Federal Government.

EMPLOYMENT PROGRAMS FOCUSING ON DISABLED VETERANS

Three of the 10 employment programs centered on disabled veterans by making special arrangements: The Place a Bet Corporation staffed one of their betting facilities with disabled veterans in wheelchairs. The Fidelity Bank recruited several disabled veterans, including amputees, into banking jobs, and the bank's executives have followed up on their progress; for 10 years the VA hospital in Brockton, Massachusetts, has had a therapy program of providing work for pay to psychiatric patients.

Cashiers in Wheelchairs

The Place a Bet Corporation operates a number of off-track betting facilities throughout a large metropolitan area. Several months ago, with newspaper and television coverage, a new branch of P.A.B. opened in a shopping center, staffed only with severely disabled veterans. The branch had been designed to be operated by individuals in wheelchairs: the cashiers' stations were constructed so that a person could work while in a wheelchair; the office was free of any architectural barriers; and a parking area nearby was reserved for employees. It was believed that the cashier's job would be ideal for severely disabled veterans who had not completed high school. (A high school education is not required to qualify for this job, but an individual must pass the practical clerical screening test and satisfactorily complete a two-week, on-the-job training period.) The pay of an experienced cashier for P.A.B. is well above minimum wage, and there is opportunity for advancement.

The Place a Bet Corporation's program to employ severely disabled veterans as cashiers has been beset with difficulties. The least of the difficulties was building a betting facility (and providing convenient parking) suitable for cashiers in wheelchairs. Recruiting veterans confined to wheelchairs proved unexpectedly difficult. P.A.B. went to all of the obvious sources, including a nearby Veterans Administration Hospital and the Paralyzed Veterans of America. The company found the State Employment Service to be the source of the greatest number of disabled veteran applicants.

The P.A.B. Corporation has found that it is not feasible to staff the special facility entirely with disabled veterans because of their high rate of absenteeism. At present, half of the cashiers at this location are nondisabled P.A.B. employees. Because of the absenteeism problem, P.A.B. management is reluctant to assign disabled veterans to other jobs within P.A.B.

What accounts for the high absenteeism? Is it a lack of motivation, stemming from the fact that these veterans receive a disability compensation? The spokesman for P.A.B. believes this to be the case. He pointed out that P.A.B. has hired a number of former drug addicts who are of similar social background (education, race) to the disabled veteran employees, and these employees generally make good cashiers.

Would the disabled veterans be more dependable in their jobs as cashiers if more counseling had been provided? The manager of P.A.B. states he cannot provide counseling to these men and carry out his job, too. Occasional counseling has been available from the company's community relations director who makes periodic visits to all the P.A.B. locations. Despite the problems, P.A.B. is continuing to operate the disabled veteran betting facility. This company's further experience should provide more complete answers to questions concerning the employment of severely disabled veterans.

Severely Disabled Veterans in Banking

Fidelity Bank has found that severely disabled Vietnam veterans make good employees. Mr. Carson of Fidelity worked through the VA and other agencies to recruit disabled veterans for bank positions. Hiring these veterans is part of a larger Fidelity program to employ qualified handicapped people. Fidelity has actively recruited handicapped workers and has carried out some redesign of jobs and work stations. Mr. Carson is available for guidance to any handicapped employee or his supervisor. He maintains contact with handicapped employees, especially the disabled veterans, and shows interest in their problems and progress.

Mr. Carson explained the advantages he has found in hiring qualified handicapped workers. You get a person who has a better perspective because he had difficulty in getting a job, he says. The handicapped employee has stability and loyalty. And, he adds, there is less turnover among handicapped employees.

Having disabled employees causes some difficulties, according to Mr. Carson. One is the need for ingenuity in task assignment as mentioned earlier. Another is the same problem that P.A.B. had—that of absence from the job. Even though the disabled veterans working at Fidelity are highly motivated, their disabilities require occasional medical attention. They lose many working hours waiting for treatment at VA clinics, which are open only during regular working hours. Because of their absences from work for medical treatment, disabled veterans generally are not hired for, or promoted to, supervisory positions; they are given nonsupervisory or technical positions. Some advancement within the technical positions is possible.

Community-Hospital–Industry Rehabilitation Program

One fact emerged from discussions with counselors at State Employment Offices and VA offices, as well as from survey findings: Neuropsychiatric disorders have a severe effect on employability. Employers will apparently accept a history of almost any physical disability more readily than a history of mental illness. It was interesting, therefore, to observe the Brockton, Massachusetts VA hospital's program in action. CHIRP (Community-Hospital–Industry Rehabilitation Program) is a graded system of occupational therapy taking even some chronic schizophrenics out of the hospital and into jobs with great success.

The program is divided into four categories: three levels of in-house clinics graded according to the mental demands of the tasks assigned, and an industrial work program in which the patients are transported to participating industrial plants where they work as regular members of the work force. The three clinic categories range from Clinic C, in which very basic occupational therapy is conducted, to Clinic A, which is set up as a miniature industry, producing work on subcontract for local industries. The conditions in Clinic A are made as similar as possible to the conditions of an industrial work situation. The physical setting is much like an industrial plant, and the workers are expected to abide by many of the same rules that they would have to follow in an industrial shop. Clinic A offers two kinds of activities: electronics assembly jobs, and simple clerical and data processing tasks.

An important feature of the program is that employees work for pay, which helps the patients to adjust to the mainstream of society. It is theorized that working for pay has a great influence on the rehabilitation of psychiatric patients, because, in working for pay, the patients are given a means to demonstrate their value to society, and to themselves.

Patients are assigned to these clinics by the medical staff. The work is part of their medical treatment. Their progress in the clinics is monitored by occupational therapists acting as work supervisors.

CHIRP is well supported by local companies. Some 300 companies, principally manufacturers and life insurance companies, have been involved in CHIRP, some supplying work for the clinics in the hospital, others employing patients in the plants themselves. Discussions with supervisors in plants employing patients indicated that the patients are generally well accepted by other employees, and they make satisfactory workers.

We saw only one veteran under 30 years of age in all the CHIRP workshops we visited. Only a small proportion of the hospital's patients are under 30, and these veterans seldom participate in CHIRP.

THE FEDERAL GOVERNMENT AS EMPLOYER OF SEVERELY DISABLED

The Federal Government's policies and practices in hiring severely handicapped are of great significance. It is the nation's largest single employer and sets an important example for other public and private employers.

The U.S. Civil Service Commission gives special consideration to handicapped persons. For those taking competitive Civil Service examinations the Commission will modify examination procedures, if necessary. For example, the Commission will provide reader service to blind persons taking tests. For those with difficulties in controlling hand movements, the Commission will provide enlarged blocks for marking answers (17).

In 1964, the Civil Service Commission established a special appointing authority for job applicants with severe physical handicaps. This program is intended to apply to "persons with material physical impairments which would ordinarily prove a serious hindrance to obtaining employment" (17). An element of the program is the special noncompetitive procedure for the appointment of severely handicapped individuals. In addition, in every Federal agency there is a "coordinator for selective placement." This coordinator's role is to urge managers and supervisors to try qualified handicapped workers, and to work with the Civil Service Commission and vocational rehabilitation agencies for selective placement of handicapped individuals.

At present, there are two ways severely handicapped individuals may get an appointment outside the regular competitive Civil Service system:

- A job is found for which the handicapped person appears qualified, and the employer is willing to let him try the job. There is a 700-hour trial period, after which the employing agency can request that the Civil Service Commission make a continuing appointment of this position in excepted (noncompetitive) service.
- A counselor from a state vocational rehabilitation office or Veterans Administration studies the work site and the job requirements of a prospective employing agency and concludes that the handicapped person possesses the skills needed to perform the job safely. The counselor then issues a certificate to the employing agency, which may indicate any desirable modifications of the work site or job duties. Having received the counselor's certificate, the employing agency can either appoint the individual to a 700-hour trial period or make an appointment in excepted service.

In the first eight years of operation of this program, some encouraging results have been obtained (18). Over 1800 severely handicapped individuals have been appointed in 32 Federal agencies and 196 job classifications. Less than 1% have been terminated for cause, 17% of appointees have received promotions.

The largest percentage of those appointed in this program (58%) are deaf, while the blind make up 13%. Paraplegics, quadriplegics, and amputees together make up 8%. The U.S. Postal Service employs the largest number of handicapped workers recruited through this program (44%), 89% of whom are deaf. These people work as distribution clerks, a job with constant high noise.

The Treasury Department employs a third of all Civil Service blind employees, usually as taxpayer service representatives in the Internal Revenue Service. They answer technical questions about taxes telephoned in by the public. The Social Security Administration also uses blind persons as telephone service representatives.

About one disabled Vietnam-era veteran in ten is employed by the Federal Government. But to what extent does this *special* employment program involve severely disabled veterans? A partial answer to this question comes from the number of applicants who have obtained certificates from rehabilitation counselors. The Civil Service Commission reports that during the period from June 1971, to December 1972, a total of 212 severely handicapped persons obtaining Federal employment went through the counselor certification procedure. Only 13 of these persons (6%) were certified by Veterans Administration counselors. This suggests that the participation of severely disabled veterans in the program is minimal. From our survey of disabled Vietnam-era veterans it is estimated that for those with disabilities rated 60% or greater, approximately 7%, or some 3,000 men, are in Federal jobs. Obviously, many of these 3,000 men obtained Federal employment through the regular competitive examinations rather than through the special program for the severely handicapped.

To gain some understanding of the function of the coordinator for selective placement in this program, we visited Mr. Wood, the coordinator of one Federal agency, who had been described to us as outstanding in his effort on behalf of handicapped workers.

"We have contact with very few disabled Vietnam veterans. Where are they?" Mr. Wood asked when learning the purpose of our project.

In placing severely handicapped veterans he has found that agency administrators, if they themselves have a handicapped individual in their family, are likely to be sympathetic to hiring a handicapped person. Mr. Wood found this fact to be a good starting point in his campaign to sell handicapped workers to the administrators of the Federal agency for which he is coordinator. After successful performance by one handicapped individual, he explained, other administrators then want such a worker. (A major incentive for hiring handicapped workers is that they can be appointed without using up the positions allocated under the competitive Civil Service system.)

Mr. Wood has developed office jobs for various handicapped individuals. Mentally retarded persons are now commonly used for filing and mail delivery in his agency. His current campaign is to promote the hiring of blind and deaf persons to answer the large volume of routine inquiries to the agency. With some job restructuring, he feels, the sensory handicapped can also perform many secretarial functions. Because of architectural barriers, there are no paraplegics or other persons using wheelchairs in Mr. Wood's agency.

The follow-up to the handicapped individual after placement is critical, in Mr. Wood's opinion, since difficulties may occur after the disabled worker has been employed. One of his concerns is that disabled people can be assigned to boring, dead-end jobs and left there. However, his program has not been operating long enough to tell whether advancement of handicapped workers is a possibility or would be a problem.

There are several reasons for Mr. Wood's outstanding success in placing handicapped workers in jobs in his Federal agency. For one thing, he feels he receives better support from his agency than many other selective placement coordinators, and, unlike most other coordinators, he can devote full time to this work. Also, he is not evaluated by the number of placements he makes, and he is not required to report on how many handicapped persons were hired during the year. He can thus concentrate on one handicapped group at a time and can look for the best opportunities for placing them. Mr. Wood's enthusiasm for his work and his ability to empathize with people are obvious assets. His program is built around his personality and is little systematized, which could create problems for the program if Mr. Wood were to leave.

LARGE CORPORATIONS WITH POLICIES AND PROCEDURES TO HIRE THE HANDICAPPED

General policies and procedures to promote hiring qualified handicapped individuals were being developed by three major corporations visited by the research team. The three corporations (retailing, manufacturing, and communications) had evaluated their hiring practices and were developing guidelines for employment of the handicapped. At each company there was at least one person with special responsibility for developing recommendations concerning the hiring of handicapped workers and for monitoring the company's activities in this regard. The approach of one company, the communications company, will be described since this was the company which had developed the most explicit set of guidelines.

The policy of the communications company was "to selectively place handicapped persons who seek employment with us so as to effectively utilize their skills and abilities." A project carried out to implement this policy resulted in the development of a manual for personnel managers and others involved in hiring and placing handicapped workers. The manual is intended to provide a systematic approach to hiring the handicapped and deals with these topics:

(1) Guidelines for interviewing the handicapped applicant—some general considerations for interviewing blind, deaf, physically handicapped (crippled), and mentally retarded applicants. The avoidance of stereotyping is stressed and individual differences of various types of handicapped applicants are discussed. For example, an individual classified as blind has, with and without special aids, widely varying visual capabilities.

(2) Analyzing jobs for handicapped applicants. The supervisor's role in training and orientation is discussed, and the point is made that the supervisor's full cooperation is essential for satisfactory placement of a severely disabled individual. In performing a job, handicapped employees may require occasional special assistance from a supervisor or co-workers, and these needs for assistance may seem like an unreasonable burden. However, in any work group, concessions of a different type are made daily for nondisabled employees. Job analysis is discussed for blind, deaf, physically handicapped, and mentally retarded. The analysis includes a discussion of special work techniques, aids, and adjustments which enable some handicapped individuals to perform ordinary tasks.

(3) Modifications and aids. Details are given for modification of commonly used office equipment so that various handicapped workers can operate this equipment. Special aids for blind workers are described.

(4) Architectural barriers. An evaluation is presented of the architectural barriers at various company locations. Standard specifications are given for making office buildings and facilities accessible to, and usable by, the physically handicapped.

(5) Testing procedures for handicapped applicants. The procedures for administering standardized placement tests to various handicapped applicants are described, including revised time limits and permissible aids or assistance.

(6) Analysis of jobs. For each of some 20 entry level jobs, the basic job duties are outlined and considerations given for various handicapped applicants—how to evaluate their ability to perform the job and how to adjust job duties and equipment for them.

(7) Classification of handicapped applicants with regard to risk to the company. In determining medical risk the concept is that individuals with a stable functional problem such as blindness, deafness, or mental retardation, offer less risk than employees with disease-caused or disease-based handicaps that are not stabilized.

In all sections of the manual, specialists are listed who may be contacted for specific kinds of information or assistance on employment of handicapped individuals.

The emphasis throughout the manual is on assessing the individual differences for handicapped applicants and how these may be enhanced by appropriate modifications and aids. By assessing individual differences the company avoids placing all persons with a certain handicap into a small number of jobs thought appropriate for that handicap. This was the practice in the past—e.g., a deaf employee would be automatically assigned as a keypunch operator.

The next step to be taken by the communications corporation will be an orientation program on handicapped workers for management and others concerned. In order to implement the program it will be essential to obtain definite hiring commitments from departments. Without a hiring commitment, it is maintained, there is no incentive for a supervisor to actively help a handicapped employee succeed. Such help from the supervisor is usually essential.

COMPUTER INDUSTRY'S HOMEBOUND EMPLOYMENT PROGRAM FOR SEVERELY DISABLED

What are the disabilities that make an individual unemployable? Paraplegia? Multiple sclerosis? Some common assumptions about disability and employability have been modified by programs on employment of homebound handicapped in the computer industry. We talked with representatives of one major computer manufacturer who, in cooperation with the state's department of vocational rehabilitation is setting up a program of homebound employment for the severely disabled. A pilot study showed homebound employment in the computer industry to be feasible because of the development of remote terminal data processing technology. Prospective employers will be referred through the state's department of vocational rehabilitation and will be trained as computer terminal operators or computer programmers. Each handicapped person accepted for training will have a job commitment, pending his successful completion of training. This homebound employment program is just now being established, so no results are available as yet.

Additional information about the possibilities of homebound employment in the computer industry was available from the final report of a project recently completed at George Washington University Rehabilitation Research and Training Center by Thomas R. Shworles and Irene G. Tamagna (19). Some of the significant findings from this project are:

- "That the severely handicapped homebound person can be prepared to work at home in information industry skills earning substantial wages. New work tools and products are identifiable and are manageable by severely handicapped and homebound persons. Tools such as planetary and rotary microfilm cameras and jacket fillers for storage, roll and microfiche viewers for retrieval, paper tape add-punch and IBM Selectric for data entry into electronic storage files, and the remote control terminal for on-line transmission of data. All earnings are above the Federal minimum wage.
- "That persons once considered infeasible for conventional rehabilitation services can be significantly productive at industry levels in such job skills as computer programming, off-line and on-line data entry, microfilming, microfilm image-by-image inspecting and reporting, microfilm processing, microthin jacket filling, and jacket titling.
- "That regardless of the severity of disability of these workers (rheumatoid arthritis, muscular dystrophy, cerebral palsy, multiple sclerosis, rheumatic heart disease, and paraplegia and quadriplegia from spinal cord injury) and when selectively matched with these tools and processes, they can compete with the able-bodied for work that is relevant and that has the future look—information collection, storage, transfer, processing, and retrieval.
- "That simple adaptation on modern vocational tools is all that is required in some cases to enable a person previously considered unproductive to be competitive in the work market.
- "That homebound workers provide a broad sample of personalities and skills and that increasing dependency on home does not necessarily follow from homebound employment. With new stimulation and new earnings, some workers became partially or totally free from the prior limitations of their homebound confinement. Through the stimulation of this project, some homebound workers utilized inner resources and other capabilities and subsequently incorporated three profit-making companies. Two of these

companies, Micromatics, Inc., a microfilm service bureau, and Rehab Computers, Inc., a data processing service bureau, now train and employ handicapped persons referred by the rehabilitation community."

BUSINESSES THAT RECRUIT PRIMARILY FROM HANDICAPPED

Two manufacturers of electronics equipment whose main work force is made up of severely handicapped individuals were contacted to learn of their experiences in training and employing disabled veterans. We learned that neither employer has been able to attract Vietnam-era disabled veterans as trainees or workers.

"I have not been able to recruit a single Vietnam-era disabled veteran despite extensive efforts through the Veterans Administration, the Paralyzed Veterans, and ads placed in the *Paraplegia News*," was the statement of the president of one electronics manufacturing company, more than 50% of whose staff is disabled. His main source of applicants is through private rehabilitation agencies. The president of this company feels that disabled veterans are not motivated to apply for work with his company because of the disability compensation they are paid.

The second electronics manufacturer is associated with a center for evaluation and training of handicapped individuals. This organization has won world-wide recognition for its work in the rehabilitation of the handicapped. A director of this organization reported that only a few disabled veterans have been referred to his organization in its years of operation, and a total of five have entered training. These five proved poorly motivated and most did not complete the training. When asked his opinion as to why so few veterans entered training, the director commented that his experience indicated that VA counselors are trained in psychological counseling but lack training in job counseling. The VA counselors tend to develop few contacts with employers, the director said. He had found the VA a self-contained organization, and the people there seemed to him to have little interest in working cooperatively with his organization in rehabilitating severely disabled individuals. The director suggested that VA disability compensation for the severely disabled tends to lower men's motivation to work.

THE SMALL EMPLOYER, OUTSTANDING IN HIRING HANDICAPPED

"Anybody 18 or over with common sense can work here . . . We consider handicapped people like anyone else and hire them if they can do the work . . . handicapped workers have proved better than nonhandicapped," stated Mr. Baldwin, the owner-manager of the Baldwin Protective Service, a small security guard business. The Baldwin Protective Service had been nominated for an award as an outstanding employer of handicapped workers. Even though Mr. Baldwin has not made any special effort to recruit handicapped employees, 6 of the company's 43 employees, including two older disabled veterans, are physically handicapped.

A security guard usually works at night and by himself. The work is fairly light and is often part-time since the demand for security services fluctuates. Because of the characteristics of the job, it attracts servicemen who need additional income, and retired individuals who are looking for part-time work to supplement their income. It also attracts disabled persons who seek part-time work that is not physically demanding.

However, the aspects of the job that make it desirable for handicapped persons also contribute to its major undesirable feature, low pay. A job as a security guard requires minimal qualifications. According to Mr. Baldwin, the major qualification is that the applicant be able to get a police permit to carry a gun. In the job market, light duty jobs requiring minimal qualifications pay low wages. At the Baldwin Protective Service the pay is about minimum wage, and there is little prospect for advancement.

We compared the Baldwin Protective Service to five other small employers nominated for Handicapped Employer of the Year awards (two manufacturers, a tire service, a boat service, and a restaurant), using information furnished by the President's Committee on the Employment of the Handicapped. We learned that all of these companies had the same simple reason for hiring handicapped people: "We hire handicapped because we find they can do the work."

Four of these companies, in their recruitment of workers, have developed working relationships with their state's rehabilitation agencies or hospitals. The agency working with each company refers qualified handicapped workers and periodically follows up these workers with the employer. The Baldwin Protective Agency and one other of the companies in the comparison did not work through such an arrangement.

Are some employers interested in hiring disabled veterans because they feel that since these individuals are on disability compensation they will be satisfied with lower paying jobs? From some of our observations, from interviews with disabled veterans, and from letters, we learned of several instances where this seemed to be the case—that the disabled veteran would be expected to work at a lower paying job because of his disability compensation.

Some employment service counselors told us that they have the best results with small local companies in job development for handicapped people. With small companies, one person generally recruits, hires, and supervises all employees. If this person feels that it's good business to hire the handicapped, then it is an easy matter to place handicapped workers with the company. No other people are involved in the decision.

SUMMARY

From these outstanding employment programs we conclude that the best approach to placement of severely handicapped individuals should include the following:

- A thorough assessment of the ability of the handicapped applicant. An individual should not be recommended automatically for a job simply because people with that handicap often perform in that job—e.g., assignment of a deaf applicant to a keypunch job.
- Modification of placement testing procedures so that the handicapped person can demonstrate his abilities.
- An analysis of the suitability of the job to the abilities of handicapped applicant. Ideally, a profile of demands for each job is available and a profile of capabilities of the applicant can be prepared. It is then possible to match the job analysis profile with the individual's profile and objectively determine the compatibility of the individual with the specific job.
- Some modification of job duties, work stations, and equipment to increase the number of different kinds of jobs that disabled people can perform productively.
- A committed, knowledgeable personnel manager interested in the employment of handicapped individuals, a work supervisor willing to accept the additional responsibility of getting the disabled worker trained and functioning in the job, and the support of top management. Without this support a personnel manager is unlikely to bring about any modification of job duties, work stations, and equipment.

- Well-established lines of communication between the personnel director and rehabilitation specialists in the community so that expert assistance and advice are readily available, if needed.

Some employers report they encounter some problems in their attempts to employ disabled veterans. These problems include: Difficulty in locating a source of severely disabled veteran job applicants, and motivational difficulties among some of the severely disabled veterans, perhaps because they receive compensation for their disabilities.

Other employment factors brought out in this study include the following:

- Disabled veterans may be considered by some employers to be good prospects for low paying jobs because they already have an income from their disability compensation.
- Employers are more willing to hire individuals whose disability is stable (e.g., blindness or deafness) than those disabled persons whose condition is not stable (e.g., mental disorders).
- Some employers designate certain jobs as especially good for persons with certain handicaps (e.g., a deaf person as a keypuncher), disregarding individual differences among handicapped persons. This practice results in the inappropriate placement of many handicapped persons.
- Severely disabled persons considered unemployable can become productive workers if the job is redesigned (as in the case of homebound employment in the computer industry) or if certain kinds of transitional work experiences are provided (as in the VA work-for-pay program for psychiatric patients).

Chapter VI

DISCUSSION AND IMPLICATIONS

Despite present efforts to assist disabled Vietnam-era veterans in employment and training, they continue to face considerable employment difficulties. This is evidenced by the alarmingly high rate of unemployment among this group. For the severely disabled Vietnam-era veteran under 30 years of age the unemployment rate at the time of this study was 19%, and the rate of those unemployed over 6 months was 5%. When we consider the large number of severely disabled veterans who have become discouraged in their job search and are no longer in the work force, the employment picture worsens. Young, severely disabled veterans who are employed tend to work for lower pay and at lower status jobs compared to slightly disabled veterans who are equal to them in education. The factors related to disabled veterans' employment difficulties fall into three groups: (a) characteristics and motivation of the disabled veterans, (b) operation of the employment assistance system, and (c) employer attitudes and practices.

CHARACTERISTICS AND MOTIVATION OF DISABLED VETERANS

Severely disabled veterans, as judged by VA disability ratings, show a much higher level of employment disadvantage than the less severely disabled. Those with neuropsychiatric disorders, as well as those with disabilities that place limitations on driving a car or using public transportation, are especially likely to have difficulties in obtaining suitable employment. (The employment problems of veterans with neuropsychiatric disorders are supported by a recent VA study on earnings of disabled veterans as related to their type of disability and rating.)

When a severe disability is combined with other disadvantaging factors, unemployment rates are magnified. For example, among the young, severely disabled veterans with less than a high school education who are in the labor force, one-third are unemployed. A high proportion of this same group is out of the labor force and not involved in training. Among those who are nonwhite, have less than a high school education, and are severely disabled, the unemployment rate rises to more than half. The comments of the long-term unemployed disabled veterans who were interviewed support these findings of the impact of combined disadvantages. These veterans commonly attribute their difficulty in finding a job to their relative lack of training and experience for the job they are seeking. Only one veteran in five feels that disability is the only major cause of their employment problems.

The nature of the employment problems of disabled veterans differs markedly with the age of the veteran. (Vietnam-era disabled veterans differ widely in age, with one in seven being 45 or older.) Often the veteran under 30 lacks training and experience to qualify him for a "good" job. His pre-service experience often consists of unskilled part-time jobs, and in many cases his military experience is considered to have little relevance to civilian jobs. The older veteran typically has had many years of responsible employment in the military service. He is faced with discrimination based on his age and retired status. He must convince civilian employers of the value of his extensive military experience or undergo training for a new career.

The older disabled veteran has a lower rate of unemployment than the younger man, and among the older veterans who are employed, the kind of job and pay rate tend to be more favorable. However, special employment disadvantages are indicated by the fact that among those looking for work, the older disabled veterans require a longer time to find a job. Also, older veterans are more likely to retire from the labor force (e.g., for the severely disabled young veteran, one fifth are out of the labor force and not in training, compared to half of the severely disabled veterans 45 years of age or older).

Many severely disabled veterans have given up their job search, and others have accepted the status of a retired person and avoid the job search altogether. Some of the reasons for their discouragement are disincentives inherent in the compensation system. Some severely disabled veterans are deterred from seeking work by fear of the loss or reduction of disability benefits. (Among young, severely disabled veterans out of the labor force 8% indicated that their main reason for not seeking work is that if they work some of the payments they get for disability may be taken away.)

A severely disabled veteran explained his reasoning in a letter: "The Veterans Administration's schedule for rating disabilities disallows many veterans—myself included—from seeking employment because of its habit of traditionally cutting back on benefits . . . . My own rating was reduced from 100% to 90% (financially this represents over $200 to me) even though I've yet to complete my vocational rehabilitation training. Apparently just the act of being in training justifies a VA cut in pension—what would happen were I to seek part-time employment? . . . . The assininity of the VA's rating criteria forces many of us to remain unemployed simply because of the economic advantages. It would be foolhardy to risk a pension of maybe $300 tax free for a job paying $400 or $500 before taxes. Without training (which I'm now engaged in) I'd be fortunate in finding a job paying the above amounts, so I remain in school—at the taxpayer's expense."

One long-term unemployed veteran answered, "The VA says I'm unemployable," when asked what kind of work he was able to do. The VA has, in fact, labeled as unemployable 20% of those with a combined disability rating of 60%, and 30% of those with a combined disability rating of 70-90%. Veterans with a combined disability rating of 60-90% are classified as unemployable by the decision of a VA board which reviews the medical and employment evidence and concludes that the veteran is "unable to follow a substantially gainful occupation." These veterans are entitled to extra compensation. Two factors tend to discourage those who are in the VA category of unemployable from seeking work: the possible reduction of their disability compensation and the authoritative suggestion that they are not capable of productive work. (Some employers who have had difficulty in recruiting or retaining severely disabled veterans as workers speculate that these veterans do, indeed, have reduced motivation to work because of the disability compensation they receive.)

Level of job expectation is sometimes pointed out by SES personnel as contributing to the veterans' difficulty in finding work. These veterans generally expect that pay and benefits of their first civilian job will exceed what they received in the military service. A number of comments by disabled veterans in their letters (see Appendix C) and in interviews illustrate their disappointment with the level of jobs generally available to them when they re-enter the civilian job market. For example, one veteran writing about the help he received from the State Employment Office reported, "The jobs I was sent out on to be interviewed were menial (janitorial, etc.) and the wages offered were below standard ($1.75 per hour)."

The study of Vietnam veterans by the Center for Responsive Law also points to veterans' discontent with kinds of work available to them as a factor in their high unemployment rate. The conclusions of this study state, "Disadvantaged, undereducated veterans, do, in fact, have more difficulty keeping stable jobs. But this may be less because they are unwilling to do the work than because they are unwilling to work in bad jobs." (6, p. 224).

It is reasonable that a disability compensation would cause the disabled veteran to set higher requirements for pay and working conditions. Since the severely disabled veteran does have a source of income, he would not feel as much pressure (as would the veteran without such income) to accept a job that he feels is unsuitable for him.

OPERATION OF EMPLOYMENT ASSISTANCE SYSTEM

Inadequacies of the employment assistance system for disabled veterans contribute to their difficulty in obtaining and maintaining satisfactory employment. This investigation centered on the assistance provided disabled veterans by the U.S. Employment Service. However, assistance to disabled veterans also includes the counseling and training programs of the Veterans Administration (especially the Vocational Rehabilitation Program), other federally funded manpower training programs, and nongovernmental efforts, such as those of the National Alliance of Businessmen.

Disabled veterans indicate that they often do not receive from the State Employment Service the job help they feel they need. (For example, about half of those who said they needed help in deciding what kind of work to apply for, felt they did not get this help at the SES, and only one disabled veteran in three who went to the SES to find a job reported that he received even one job offer from SES leads.)

The following factors tend to limit the services a disabled veteran receives at Employment Offices:

(1) Some disabled veterans are not identified as disabled and thus are not accorded the special assistance to which they are entitled.

(2) The typical SES staff has little feedback from employers on their contact with disabled veterans.

(3) The evaluation requirements of SES staff work, in terms of number of placements, referrals, etc., generally discourage the staff from spending extra time in counseling and job development for disabled veterans. Such time-consuming work is not generally well recognized by the SES management, we were told.

(4) SES staff members often lack prior contact with employers. Such contact serves two purposes: It provides an in-depth knowledge of the employers' operations and requirements; it assures the employer that only generally qualified applicants will apply. This is especially important in the case of disabled applicants who may represent higher risk to the employer.

(5) SES personnel occasionally express the belief that many of the long-term unemployed disabled veterans are not seriously interested in finding work. It appears that the SES does little more than attempt to contact the veterans to inquire about their status.

(6) SES counselors often do not have available, or do not make use of guidelines for selective placement of the handicapped.

(7) Optimal service to some disabled veterans by the SES requires close cooperation with the VA. Only in exceptional cases has a close working relationship developed between the SES and VA.

EMPLOYER ATTITUDES AND PRACTICES

Many of the employers studied expressed beliefs favorable to the employment of disabled veterans. They generally agree that both public and private employers have a responsibility to hire some handicapped individuals. They have the impression that their handicapped workers are performing satisfactorily. They emphasize that they do not discriminate against an applicant simply because of a physical handicap. On the other hand, few employers are taking active steps to promote the employment of handicapped workers with their organization, such as making analyses of the actual physical demands of jobs, and redesigning job and work stations. Generally, they take the position that most jobs in their organization are too difficult to be performed by handicapped individuals. Their efforts on behalf of handicapped employees typically are directed at their employees who became handicapped after many years of service with their organization.

Reports from the severely disabled veterans indicate a lack of support from employers. Over half report that they have been turned down for jobs because of their disability. Only one severely disabled veteran in five reports that his employer has made even minor concessions or special arrangements so that he could work. Though most employers surveyed state that disabled veteran job applicants should receive "special consideration," many do not feel that a qualified disabled veteran applicant deserves preference over other applicants. This is especially true in cases where the veteran's condition is felt to be unstable or unpredictable (e.g., neuropsychiatric disorders and heart disease).

Most employers recognize that hiring disabled individuals doesn't automatically raise the company's insurance rates, though some still offer that as a reason to disabled applicants who are not hired. Employers are generally concerned about medical risk—the likelihood that an individual has a condition which will result in extensive sick leave and large health insurance claims.

The commonly accepted definitions of who is employable were challenged and modified on the basis of the outstanding employment programs for handicapped workers we studied. The method used included analyzing job demands and worker characteristics, modifying job duties and job equipment, and providing certain kinds of work experience to make a transition between a disabled or hospital status and regular employment.

We found that employers are generally reluctant to make special efforts to employ disabled veterans despite their generally favorable view of disabled veterans as workers. This finding can be understood by considering the overall labor market and its effect on employer acceptance of hard-to-employ. Based on her study of European programs for the hard-to-employ, Beatrice G. Reubens commented: "All of the authorities concerned with the placement of the hard-to-employ conceded that full or overfull employment is more responsible for the absorption of the hard-to-employ than the exertions of placement officers. Labor shortages make workers acceptable who are rejected in looser markets." (20, pp. 112-113).

EUROPEAN PROGRAMS FOR FACILITATING EMPLOYMENT OF THE SEVERELY HANDICAPPED

The major elements of this country's system for facilitating employment of disabled veterans include: job counseling and training, assistance in job placement, preference in applying for Federal jobs, "affirmative action" required of employers, and financial compensation for extent of disability. (See Chapter 1 for a brief description of these programs.) European countries have developed a number of additional programs and regulations to assist employment of the handicapped including:

Special services to improve employability
Employer quotas for hiring handicapped workers
Jobs reserved solely for the handicapped
Wage subsidies paid to employers
Creation of special jobs
Legal restraints against dismissal of handicapped workers

Some of these special European programs to promote employment of the handicapped will now be described, drawing largely on the Reubens study (20). Information about these programs provides a source of ideas on ways to facilitate employment of disabled veterans in the United States. Of course these foreign manpower programs could not be duplicated in the United States with the expectation that the operation and the results of these programs would be the same as in the original country; the functioning of such programs is highly dependent on the nature of the society in which it operates as well as on the nature of the labor market.

SPECIAL SERVICES TO IMPROVE EMPLOYABILITY

An important example of a program of special services to improve employability is the establishment of the British Industrial Rehabilitation Units (IRU). These governmental work adjustment centers were established in Great Britain as part of the Disabled Persons Act of 1944. The British government operates more than 20 IRUs, each of which can accommodate 100-150 persons. Each year 13,000 people enter the units to take a course designed primarily for those who have completed medical treatment and need help to adapt themselves for a return to work or to find the most suitable job. The average length of the course is seven to eight weeks with a maximum duration of 26 weeks.

The IRUs provide an environment similar to the industrial environment: clocking in and out, checking the output, meeting the terms of subcontracts from local firms, and so on. However, unlike a factory or office, an IRU has a large professional staff to aid the participants. The leader of the professional team is a rehabilitation officer. Other team members are an occupational psychologist, a social worker, a doctor, a technical man in charge of the workshops and workshop supervisors, and a resettlement officer responsible for liaison with placement officers of the Employment Service. This team controls the IRU with regard to admissions, vocational assessments, work assignments, and placement plans. Subcontracts from government departments and local firms govern most of the tasks assigned in the IRUs.

During their first week, IRU clients stay in the Intake Section. A supervisor observes their dexterity, skills, and behavior toward work and other workers. Following a team conference on each case, a workshop assignment is made. A placement plan is devised after later conferences.

The study of the IRUs showed that for 1967, 83% completed the course of training; 40% of those who completed the course had been placed in employment within three months, and an additional 20% were enrolled in vocational training.

Reubens reports, "The units are well accepted and relatively inexpensive; they are simply housed and equipped and earn part of their expenses through subcontracting with business enterprises." (20, p. 73).

The British IRU has been copied and adapted by Sweden. Also, the VA Community-Hospital-Industry Rehabilitation Program (CHIRP), described in Chapter 5, was to some extent modeled after the IRU.

EMPLOYER QUOTAS FOR HIRING OF HANDICAPPED WORKERS

Several European countries impose quotas on employers for hiring handicapped workers. The handicapped worker quota systems of two countries—the British quota system which has obtained a high degree of employer support, and the Italian system which has met considerable employer noncompliance and evasion—will be briefly examined.

The British Quota System. The British quota system was established in 1944 under the Disabled Persons Act. The Act requires all private employers with 20 or more workers to employ a certain proportion of registered disabled persons. The employment quota for registered disabled workers has been set at 3% of total staff for most firms. A reduction in the quota may be obtained by an employer who can demonstrate that the nature of his business requires a lower percentage.

To qualify for registration as a disabled person, a worker must be substantially handicapped in obtaining or keeping employment, and must be seeking paid employment or self-employment with reasonable prospect of obtaining and keeping the employment. The Act does not make any distinction among causes of disabilities for those seeking registration as disabled persons.

The Disabled Persons Register is divided into two sections. The first part, about 90% of the total, consists of those considered suitable for ordinary employment. The second part includes those classified as so disabled that they are unlikely to secure employment except under sheltered conditions. Reubens comments, "The British decision to exclude the severely disabled from the quota system and provide permanent substitute employment for them is an important factor in the cooperative attitude of employers." (20, p. 124).

The British quota system has been criticized in some respects. There is a relatively high unemployment rate of disabled in less prosperous areas. Some have indicated that the jobs available under the quota system are all too often of low quality. And, those workers who receive disability payments are often found to have little inclination to take low-paid work.

The operation of the quota system is generally approved in Britain. The system depends upon persuading employers rather than forcing them to accept the handicapped. "A key factor in the system's acceptability is the care taken by the DRO [Disablement Resettlement Officer] to send suitable disabled workers to employers and the respect for employers' labor requirements in granting exceptions. Good rehabilitation and training services, adaptation of jobs and work places, construction of new buildings with ramps and other devices to aid the handicapped, and cooperative employers and trade unions reinforce the British quota system. Voluntary organizations are active in educating the public and bringing pressure on behalf of particular disabled groups or individuals." (20, p. 141). Reubens also indicates the state of the British economy has been of major importance in accounting for the success. "A full employment economy at most times has been a major factor in the ease of administering the quota system." (20, p. 141).

The Italian Quota System. In contrast to the British quota system, the Italian quota system for handicapped workers has met much employer resistance. A major reason for such resistance is the nature of the Italian labor market. With the loose labor market, employers have their choice of many fully employable individuals and therefore have little interest in the less competitive workers.

Other factors in the employer resistance are the heavy quotas (to fulfill all the quota laws, a large firm would have to assign 10% of its openings to handicapped or other special categories of applicants) and the great complexity of the many quota rules.

Furthermore, the rehabilitative and training services for the disabled are generally inadequate. Italian employers are said to frequently evade the quota laws by substitution of able or slightly disabled workers for the registered disabled and by seeking excessive exemptions.

JOBS RESERVED FOR THE HANDICAPPED

Reserving jobs for the handicapped is one provision of the British Disabled Persons Act of 1944. In 1946, two jobs were designated to be held only by registered disabled persons except by special permit: elevator operators and attendants in open parking lots. No other jobs have been added to the list of reserved jobs because those reserved for the handicapped tend to be menial in character and suggest that such jobs are the only ones that disabled persons can do.

EMPLOYER SUBSIDIES FOR HIRING THE HARD-TO-EMPLOY

In some European countries employers can obtain a subsidy when they hire certain hard-to-employ workers. These subsidies are intended to make up the difference between the productivity of an ordinary worker and the hard-to-employ worker. However, such subsidized employment appears to have little effectiveness as an incentive in hiring such workers.

In Belgium, where such subsidies will be paid, only a small proportion of the hard-to-employ are employed, and employers who hire such workers generally do not apply for the subsidy. An investigation by the Belgium Employment Service showed that employers "object to the administrative formalities which attend the application for the subsidy payment, particularly where the worker leaves or is dismissed after a brief period on the job. Since the alternative is open to hire young foreign workers, many Belgium employers decline to bear the expenses of training and the possible higher absenteeism rates of Belgium hard-to-employ workers. Employers fear the bad work history, lack of skills, and personality difficulties of the hard-to-place, who often are embittered by successive job failure along with long periods of inactivity. Employers also feel that the highest priority should go to providing jobs for workers who become disabled in their own service." (20, pp. 164-165). (It is interesting to note how closely the reasons for resistance of the Belgium employers to the hard-to-employ parallel the resistance of U.S. employers to hard-to-place disabled veterans, that is, those with neuropsychiatric disabilities and/or little job experience or education.)

The heart of the employer indifference to subsidies is that the subsidies do not provide sufficient compensation for the costs of employment of the hard-to-employ. The employment service considers only the probable differences between the productivity of the average and the hard-to-place worker. "But the employer may count additional costs due to his reduced freedom to choose his work force and the expenditure of time on filling in application forms, filing reports, making claims for the subsidy, undergoing investigation, etc." (20, pp. 171-172).

CREATION OF SPECIAL JOBS FOR THE HANDICAPPED

The job creation program of the Netherlands (Social Employment Program) is the largest, relative to the size of its labor force. This program is for both manual and white-collar workers who are unable to obtain regular employment because of severe physical, mental, or social handicaps. For the Dutch an objective of the Social Employment Program is to restore the capacity for normal employment. Yet in the Dutch program, as in all European countries, the vast majority of people in created jobs for the severely handicapped do not succeed in obtaining regular jobs.

This program is also rooted in the belief that participation in the world of work is intrinsically valuable. More than half of the workers in the Social Employment Program are chosen from those classified by the Employment Service as "unplaceable" while the rest are those considered to have "reduced employability." For the Social Employment Program, as for other European created jobs for the severely handicapped, there is an attempt to duplicate ordinary outside work conditions.

In the Dutch created-job program an elaborate wage scheme is used to reward extra effort. The Dutch created-jobs include industrial workshops, home work, outdoor projects (e.g., park maintenance) and white-collar jobs. Examples of white-collar work for the severely handicapped include work for public and nonprofit organizations such as filing, collecting statistical data, and performing activities for libraries.

The Social Employment Program is generally successful. Reubens notes a number of factors underlying its success. "A prime asset has been the cooperation of employers and trade unions. They in turn have responded well because of long periods of full employment and active government policies to combat departures from high prosperity. Another important factor has been the willingness of men trained in business enterprise to become managers and foremen on projects employing handicapped workers. The transfers are eased by the rough equivalence of salaries in the two fields as well as a degree of social acceptance of careers for men in social welfare activities. Solid accomplishment and public respect are generated by the avoidance of crash programs, the provision of long training periods for personnel, relative security with regard to financing from year to year, a sense of permanence, and a careful refusal to promise more than the programs can be expected to achieve." (20, p. 268).

In the Netherlands an extremely high value is placed on participation in work. Reubens suggests that even if an economist calculated that such programs cost the taxpayer more than paying a maintenance allowance, these programs would still be supported.

RESTRAINTS AGAINST DISMISSALS FOR HANDICAPPED WORKERS

It has been generally observed that Western European employers, compared to American employers, tend to assume greater social obligations for providing continuous employment for their workers. In many European countries there are restraints against the dismissal of certain kinds of workers. In West Germany the law requires that a seriously disabled person shall not be terminated without the approval of the Chief of Welfare Authority and that a minimum of four-weeks notice be given. However, even with this legal protection of the job rights of severely disabled persons, a significant increase in unemployment among such workers occurred from 1965 through 1967 when a general recession occurred in West Germany. Reubens comments that the day-to-day value of such dismissal laws is "an educational tool to convince employers not to discharge individuals who would have difficulty in obtaining reemployment." (20, p. 293). However, it is possible that such laws could impede employment of the handicapped because employers would fear that it would be difficult to discharge such workers.

IMPLICATIONS OF EUROPEAN PROGRAMS

The European programs for employment of the handicapped have a number of implications for those planning manpower programs for disabled veterans in the United States. The British Industrial Rehabilitation Units and the Dutch system of created jobs for the handicapped seem to be especially worthy of study with the objective of developing similar programs in the United States. Some generally unsuccessful programs—subsidized employment and reserve employment—are quite instructive in the reasons for their lack of success.

As guidance is developed to implement U.S. affirmative action regulations for handicapped persons, the lessons of the British and the Italian quota systems should be heeded. The most successful quota programs "rely upon persuading employers rather than forcing them to accept the handicapped. Well planned rehabilitation programs, careful matching of jobs and workers, and assistance in the adaptation of workplaces enable the most successful quota employment schemes to obtain employers' cooperation in accepting referrals of the disabled." (20, p. 122).

RECOMMENDATIONS

The data from this study indicate several areas where concentrated effort is needed to maximize the disabled veteran's chance for success in finding suitable employment. We recommend that the implementation of existing regulations and programs to assist employment of disabled veterans be improved in a number of ways. In carrying out these programs and regulations, special attention or priority is needed for the severely disabled veteran.

(1) The services given to disabled veterans by the public employment offices should be improved. The improvements in ES services should include the following:

- Identification of the needs of disabled veteran applicants—Moderately and severely disabled veterans (VA disability rating of 30% or more) should be given special intensive interviews to determine the type of employment help needed, even if they are classified as job ready. We suggest that each veteran with a 30% or greater VA disability rating be referred to an ES counselor for special interviewing to determine employment help needed. A standard interview for assessing the needs of disabled persons could be developed and ES counselors trained to use this interview method.
- Enrollment in training programs—A concerted effort must be made to enroll in training programs those moderately and severely disabled veterans who have additional disadvantages, such as low educational level. The results of our investigation emphasize that more severely disabled veterans are especially disadvantaged in employment if they lack training. Our findings indicate that, compared to other training methods, on-the-job training (OJT) tends to be little used for the more severely disabled. OJT appears to offer special advantages for the vocational rehabilitation of the severely disabled; during OJT the rehabilitation specialist and the employer can cooperate in the training and rehabilitation of the veteran.
- Job development—Long-range job development campaigns are needed. Job development efforts are likely to be more effective if ES personnel work in concert with others in the community with concern for disabled veteran employment, such as the VA, the National Alliance of Businessmen, and veterans' service organizations.

- Helping the disabled veteran communicate with employers—This was the greatest unmet need reported by disabled veterans, especially those with neuropsychiatric disorders. Job development efforts would go a long way to facilitate communication; however, more help is needed. A "helping hand" program could be developed in which employed disabled veterans volunteer their help to unemployed disabled veterans. Veterans' service organizations could help by recruiting successfully employed disabled veterans to counsel the job applicants.
- Job placement—Efforts for selective placement of the handicapped need to be brought up-to-date and the ES staff familiarized with the procedures. Many of the SES offices visited during the study had a manual for selective placement of the handicapped, but often they were in short supply. In some cases counselors either were not aware that they were available or did not have a personal copy.

These improvements in ES services to disabled veterans will necessitate some in-service training of ES staff. Some modifications in the ways ES services are evaluated are also needed. Present ES evaluation stresses the number of placements made. Special credit must be given for the time-consuming activities that may be necessary prior to successful placement of a severely handicapped applicant. More adequate monitoring of services to disabled veterans and other handicapped applicants may require changes in the data collected on the applicants (ESARS) as well as changes in the evaluation methods of State Veteran Employment Representatives.

(2) The cooperative agreement between the ES and the VA for serving disabled veterans needs to be implemented more fully. In each locality well-defined working arrangements should be established between SES and VA staff in order to assist disabled veterans, especially those severely disabled and/or those lacking in training or schooling.

(3) A factual study of the VA Vocational Rehabilitation program is needed to indicate ways this program should be improved. Some veterans' service organization spokesmen have alleged a number of serious deficiencies in this program. For example, in testimony before a Congressional Committee, an officer of one service organization claimed that few severely disabled veterans receive vocational rehabilitation before they leave the hospital. These charges were denied by VA administrators as counter to VA policy, but solid facts are needed.

(4) Fuller use should be made of the Civil Service program for employment of the severely disabled. The last statistics available from Civil Service Commission showed that for the first five years of the program, only a total of 2,000 severely handicapped individuals (veterans and non-veterans) had been hired under this program—a miniscule proportion of Federal hiring for this time period.

(5) Guidance should be provided to employers for the development of affirmative action programs for employment of disabled veterans. The Rehabilitation Act of 1973 (PL 93-112) calls for affirmative action for the hiring of handicapped individuals, and the Vietnam Veteran Readjustment Act of 1974 (PL 93-508) requires affirmative action for disabled veterans.

(6) Although the Project Transition program was terminated in May 1974, the Department of Defense still has programs that provide training to servicemen prior to their leaving the service. These programs are intended to facilitate the transition of servicemen to civilian status. Disabled veterans, especially those who are likely to be hard-to-employ, should have priority for referral to such programs.

(7) Sheltered workshops can provide an avenue for some severely disabled veterans, who would otherwise be "unemployable," to return to productive employment. The VA

has one such program of sheltered employment providing a transition to outside employment—the Community-Hospital-Industry Rehabilitation Program (CHIRP). CHIRP exists in three VA hospitals but there is need for greater opportunities for such sheltered employment for severely disabled hospitalized veterans.

In addition to the improvements to existing programs already listed, we recommend a new program to facilitate employment of severely disabled veterans through public service jobs. Such jobs should be established to provide a transition to regular employment, and the disabled veteran while in the jobs should continue to receive counseling and other support from the Veterans Administration.

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AND
APPENDICES

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Appendix A

SUPPLEMENTARY TABLES

This appendix contains 26 supplementary tables, most of which provide back-up data for figures in the text. Several additional tables are placed in this appendix because they were considered important but not significant enough to include in the text.

Table A-III-1

Rate[a] and Duration of Unemployment, By Age and Severity of Disability:[b] Veterans in the Labor Force

(Projected Percentage)

Age/Severity of Disability	Duration of Unemployment				Unweighted N
	12 Weeks or Less	13 to 25 Weeks	6 Months or More	Total Unemployment Rate	
Under 30					
Slight	8	2	2	12	1248
Moderate	9	2	3	14	1474
Severe	12	2	5	19	1032
Total	9	2	2	13	3754
30 to 44					
Slight	3	1	2	6	415
Moderate	5	2	1	8	519
Severe	9	3	7	19	285
Total	4	1	2	7	1219
45 and Over					
Slight	6	1	2	9	234
Moderate	5	2	4	11	413
Severe	6	3	5	14	154
Total	6	1	3	10	801

[a] Unemployment rate = (unemployed)/(employed plus unemployed). "Unemployed" means currently looking for work, able to start work within one month, and neither employed nor in training.

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table A-III-2

Rate[a] and Duration of Unemployment, by Race and Severity of Disability:[b] Veterans Under 30 Years of Age Who Are in the Labor Force

(Projected Percentage)

Race/Severity of Disability	Duration of Unemployment: 12 Weeks or Less	13 to 25 Weeks	6 Months or More	Total Unemployment Rate	Unweighted N
White					
Slight	8	2	1	11	1059
Moderate	8	2	2	12	1227
Severe	11	2	4	17	885
Total	8	2	2	12	3171
Nonwhite[c]					
Slight	13	4	5	22	174
Moderate	12	5	5	22	230
Severe	15	4	18	37	135
Total	13	4	6	23	539

[a] Unemployment rate = (unemployed/(employed plus unemployed). "Unemployed" means currently looking for work, able to start work within one month, and neither employed nor in training.

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[c] Nonwhite includes veterans who classified themselves as Black, Spanish-American, Oriental, or other.

Table A-III-3

Rate[a] and Duration of Unemployment, by Severity of Disability[b] and Education: Veterans Under 30 Years of Age Who Are in the Labor Force

(Projected Percentage)

Severity of Disability/Education	Duration of Unemployment			Total Unemployment Rate	Unweighted N
	12 Weeks or Less	13 to 25 Weeks	6 Months or More		
Slight					
High School Dropout[c]	13	2	3	18	142
High School Graduate	8	1	2	11	527
Attended College[c]	8	3	1	12	421
College Graduate	6	1	1	8	143
Moderate					
High School Dropout	14	3	4	21	216
High School Graduate	8	2	2	12	598
Attended College	8	3	2	13	495
College Graduate	8	1	2	11	148
Severe					
High School Dropout	18	3	10	31	158
High School Graduate	10	1	6	17	374
Attended College	13	1	4	18	348
College Graduate	5	3	—	8	140

[a] Unemployment rate = (unemployed)/(employed plus unemployed). "Unemployed" means currently looking for work, able to start work within one month, and neither employed nor in training.

[b] Severity of Disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[c] High school dropout includes the responses "less than 8th grade" and "less than 12th grade." Attended college applies to those who went to college but did not graduate from a four-year college.

Table A-III-4.

Rate[a] and Duration of Unemployment, By Marital Status and Severity of Disability:[b] Veterans Under 30 Years of Age Who Are in the Labor Force

(Projected Percentage)

	Duration of Unemployment				
Marital Status/ Degree of Disability	12 Weeks or Less	13 to 25 Weeks	6 Months or More	Total Unemployment Rate	Unweighted N
Married					
Slight	5	1	1	7	872
Moderate	6	1	1	8	994
Severe	8	2	3	13	755
Total	6	1	1	8	2621
Single					
Slight	15	3	4	22	371
Moderate	16	4	6	26	471
Severe	20	1	12	33	273
Total	16	3	5	24	1115

[a] Unemployment rate = (unemployed)/(employed plus unemployed). "Unemployed" means currently looking for work, able to start work within one month, and neither employed nor in training.

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table A-III-5

Rate[a] and Duration of Unemployment, By Severity and Type of Disability:[b] Veterans Under 30 Years of Age Who Are in the Labor Force

(Projected Percentage)

Severity and Type of Disability	Duration of Unemployment: 12 Weeks or Less	Duration of Unemployment: More Than 12 Weeks	Total Unemployment Rate	Unweighted N
Slight				
Orthopedic	7	3	10	722
Neuropsychiatric	13	5	18	126
Other	9	3	12	400
Moderate				
Orthopedic	6	3	9	715
Neuropsychiatric	16	9	25	324
Other	8	4	12	400
Severe				
Orthopedic	8	7	15	541
Neuropsychiatric	17	8	25	251
Other	13	7	20	239

[a] Unemployment rate = (unemployed)/(employed plus unemployed). "Unemployed" means currently looking for work, able to start work within one month, and neither employed nor in training.

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%. Type of disability: Orthopedic includes bone, muscle, and joint injuries and disease, and amputations; neuropsychiatric includes central and peripheral nervous system damage and disease, and neuroses and psychoses.

Table A-III-6

Rate[a] and Duration of Unemployment, By Specific Activity Limitations:[b] Veterans in the Labor Force With Moderate or Great Activity Limitations

(Projected Percentage)

Activity Limitation	Duration of Unemployment		Total Unemployment Rate	Unweighted N
	12 Weeks or Less	More Than 12 Weeks		
Walking	7	5	13	1455
Standing	7	5	13	1505
Lifting	8	5	13	2427
Small Object Manipulation	10	7	17	614
Driving a Car	11	8	19	511
Using Public Transportation	12	12	24	375
Working Frequent Overtime	9	6	15	1233
Working When Seated	9	7	16	448
Working Under Pressure	11	7	18	858
Working With People	15	7	22	484

[a] Unemployment rate = (unemployed)/(employed plus unemployed). "Unemployed" means currently looking for work, able to start work within one month, and neither employed nor in training.

[b] A veteran was classified as limited in the specific activity if he checked that he was "moderately" or "very greatly" limited in that activity.

Table A-III-7

Distribution of White-Collar Occupations,[a] by Specific Activity Limitations:[b] Veterans Reporting White-Collar Job as Longest Held in 1973 Who Have "Moderate" or "Very Great" Activity Limitations

(Projected Percentage)

	White-Collar Job					
Activity Limitation	Percent Reporting White-Collar Job Longest Held in 1973	Professional and Technical	Managerial and Administrative	Sales	Clerical	Unweighted N
Walking	41	21	12	25	42	637
Standing	42	25	12	23	40	660
Lifting	43	24	18	22	36	1102
Small Object Manipulation	42	22	15	23	40	276
Driving a Car	37	21	15	22	42	215
Using Public Transportation	37	18	11	23	48	170
Working Frequent Overtime	37	24	15	21	40	514
Working While Seated	42	21	9	22	47	204
Working Under Pressure[c]	34	22	13	24	40	397
Working With People People	32	30	12	21	37	169 169

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[a] White-collar workers are those whose longest held job in 1973 was classified as clerical, sales, managerial, administrative, technical, or professional.

[b] A veteran was classified as limited in the specific activity if he checked that he was "moderately" or "very greatly" limited in that activity.

[c] Working under pressure: for example, having deadlines or a demanding supervisor.

Table A-III-8

Distribution of Non-White-Collar Occupations,[a] by Specific Activity Limitations:[b] Veterans Reporting Non-White-Collar Job as Longest Held in 1973

(Projected Percentage)

Activity Limitation	Non-White-Collar Job						Unweighted N
	Percent Reporting Non-White-Collar Job Longest Held in 1973	Craft	Operative	Laboring	Service	Farm	
Walking	59	33	31	17	17	2	857
Standing	58	30	33	16	20	2	907
Lifting	57	34	30	16	18	2	1410
Small Object Manipulation	58	36	32	19	11	3	367
Driving a Car	63	30	31	17	18	4	314
Using Public Transportation	63	25	34	21	18	3	223
Working Frequent Overtime	63	32	33	18	14	3	796
Working While Seated	58	30	33	16	17	4	269
Working Under Pressure	66	32	32	19	16	2	743
Working With People	68	29	30	22	18	1	369

[a] Non-white-collar workers are those whose longest held job in 1973 was classified as craft, operative, service, non-farm labor, or farm.

[b] A veteran was classified as limited in the specific activity if he checked that he was "moderately" or "very greatly" limited in that activity.

Table A-IV-1

Methods Used When Looking for Work,[a] by Age and Severity of Disability:[b] Veterans Reporting Job Held Longest in 1973[c]

(Projected Percentage)

Age/Severity of Disability	Job Hunt Methods									Unweighted N
	Preservice Employer	Applied Directly	Friends and Relatives	State Employment Service	Private Employment Agencies	Want Ads	Private Veterans Organization	Veterans Adminis-tration	Other	
Under 30										
Slight	20	68	65	54	29	38	6	21	14	1174
Moderate	24	67	67	55	30	40	11	29	15	1406
Severe	20	67	64	49	28	36	12	28	18	977
Total	21	68	65	53	29	39	8	23	15	3557
30 to 44										
Slight	12	71	58	47	35	33	5	13	18	377
Moderate	9	69	54	66	33	34	8	22	22	470
Severe	8	73	58	55	36	35	10	26	18	260
Total	11	71	57	50	35	34	7	17	19	1107
45 and Over										
Slight	3	72	36	55	28	26	3	11	27	220
Moderate	4	74	43	49	26	30	7	16	26	371
Severe	4	71	43	43	31	25	7	19	24	146
Total	4	72	39	52	28	27	5	13	27	737
Total Veterans	17	69	60	53	30	36	7	21	17	5401

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[a] Based on responses to the question: "Below are ways people try to find jobs. Mark all the ways you used when looking for work after leaving the service."

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[c] Excluding self-employed and those in family business.

Table A-IV-2

Job Hunt Method[a] Found Most Useful, by Age and Severity of Disability:[b] Veterans Who Reported Longest Held Job in 1973

(Projected Percentage)

Age/Severity of Disability	Job Hunt Methods										Unweighted N
	Preservice Employer	Applied Directly	Friends and Relatives	State Employment Service	Private Employment Agencies	Want Ads	Private Veterans Organization	Veterans Administration	Other	No Answer	
Under 30											
Slight	7	33	25	10	3	7	<.5	1	7	6	1290
Moderate	8	31	25	8	4	7	1	3	6	8	1548
Severe	8	30	22	6	4	6	1	4	9	11	1063
30 to 44											
Slight	4	37	17	8	5	8	1	1	10	10	410
Moderate	4	36	15	9	5	6	1	2	12	10	518
Severe	3	38	19	7	4	7	1	3	8	10	284
45 and Over											
Slight	2	47	12	5	3	3	<.5	1	17	10	239
Moderate	1	42	14	5	3	6	<.5	2	14	12	400
Severe	2	40	13	4	5	6	1	2	13	13	165
Severity Totals											
Slight	6	36	33	9	3	7	<.5	1	9	8	1939
Moderate	6	34	21	7	4	7	1	2	9	9	2466
Severe	6	22	21	6	4	6	1	3	9	11	1512

[a] Based on responses to the question: "Below are ways people look for jobs. Mark all the ways you used when looking for work after leaving the service."
[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table A-IV-3

State Employment Service Knew About Disability,[a] By Age and Severity of Disability:[b] Veterans Reporting They Used SES to Find a Job

(Projected Percentage)

Age/Severity of Disability	SES Knowledge of Disability					Unweighted N
	Yes, Told by Veteran	Yes, Told By Other Source	Not Told	Veteran Not Yet Rated	No Answer	
Under 30						
Slight	42	2	20	21	14	894
Moderate	58	2	14	14	12	1187
Severe	67	3	9	7	14	944
30 to 44						
Slight	29	--	19	27	25	305
Moderate	52	2	12	17	18	431
Severe	69	3	8	10	12	318
45 and Over						
Slight	30	1	23	27	20	207
Moderate	39	--	17	22	22	371
Severe	52	3	11	18	17	242
Severity Totals						
Slight	38	1	20	23	18	1406
Moderate	53	2	14	16	15	1989
Severe	65	3	9	9	14	1504
Total	45	2	17	20	16	

[a] Based on responses to the question: "Did the people at the State Employment Office know or find out that you had a service-connected disability?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table A-IV-4

Fulfillment of Needs at State Employment Service,[a] by Age and Severity of Disability:[b] Veterans Using SES to Find a Job

(Projected Percentage)

Age/Severity of Disability	Help on Application Forms		Job Training Information		List of Job Openings		Help Deciding on Appropriate Job		Help Talking With Employers		Help Contacting Employers		Unweighted N
	Needed	Needed/ Received	Needed	Needed/ Received	Needed	Needed/ Received	Needed	Needed/ Received	Needed	Needed/ Received	Needed	Needed/ Received	
Under 30													
Slight	28	23	63	24	83	47	60	25	35	5	66	29	560
Moderate	30	21	63	26	81	45	58	23	41	5	65	25	758
Severe	28	20	68	26	81	42	65	23	51	5	71	25	579
Total	29	22	64	25	83	46	60	24	39	5	66	27	1897
30 to 44													
Slight	40	35	55	20	81	44	59	26	35	4	59	21	175
Moderate	43	33	58	19	80	42	55	24	39	6	59	20	257
Severe	36	29	63	24	77	41	58	28	43	9	65	21	196
Total	40	34	57	20	80	43	57	25	37	5	59	21	628
45 and Over													
Slight	31	26	30	11	89	50	44	14	22	4	53	11	109
Moderate	38	32	50	16	79	46	52	23	40	10	65	22	209
Severe	41	32	44	21	67	41	53	26	37	5	54	20	136
Total	35	29	40	14	83	48	48	19	31	6	57	16	454
Severity Totals													
Slight	31	26	58	22	84	47	58	24	33	4	63	25	844
Moderate	35	26	60	23	81	45	57	23	40	6	64	24	1224
Severe	32	24	63	25	78	41	62	25	48	6	67	23	911
Total Veterans	32	26	60	23	82	45	58	24	37	5	64	25	2979

[a] Based on responses to the question: "Below are kinds of help some people get at State Employment Offices. Answer for each kind of help: Did you need this kind of help when you went to the State Employment Service? Did you actually get this kind of help at the State Employment Service?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table A-IV-5

Fulfillment of Needs at State Employment Service,[a] by Size of Town: Veterans Using SES to Find a Job, and Who Supplied Information About SES Services Received

(Projected Percentage)

Size of Town	Help on Application Forms		Job Training Information		List of Job Openings		Help Deciding on Appropriate Job		Help Talking With Employers		Help Contacting Employers		Unweighted N[b]
	Needed	Needed/ Received	Needed	Needed/ Received	Needed	Needed/ Received	Needed	Needed/ Received	Needed	Needed/ Received	Needed	Needed/ Received	
Large City (250,000 or More)	28	22	57	23	81	50	55	23	33	4	64	25	890
Medium City (75,000-250,000)	31	27	59	24	82	42	59	23	39	5	65	26	593
Small City (5,000-75,000)	32	26	57	20	82	42	61	24	38	5	63	23	966
Small Town (5,000 or Less)	36	28	67	24	82	46	57	22	44	7	64	25	346
Farm Area	46	37	68	25	85	52	57	28	40	5	61	25	167

[a] Based on responses to the question: "Below are kinds of help some people get at State Employment Offices. Answer for each kind of help: Did you need this kind of help when ou went to the State Employment Service? Did you actually get this help at the State Employment Service?"

[b] For each SES service listed the percentages are based on those who answered both parts of the question (whether service wanted and service obtained). For each service listed in the question, 30-40% of those who reported using the SES failed to answer one or both parts. The unweighted Ns given are for the item answered by the fewest people.

Table A-IV-6

Number of Job Offers From SES Referrals,[a] By Race and Education for Veterans Under 30 Years of Age: Veterans Using SES to Find a Job

(Projected Percentage)

Race/Education	Number of Job Offers				Unweighted N
	3 or More	1 or 2	None	No Answer	
White					
High School Dropout[b]	4	39	49	8	321
High School Graduate	3	38	42	17	841
College[c]	2	29	40	30	1254
Total	2	33	42	23	2416
Nonwhite					
High School Dropout	9	29	54	9	123
High School Graduate	1	43	51	6	228
College	2	26	53	18	215
Total	3	34	52	11	566
Education Totals					
High School Dropout	5	36	51	8	444
High School Graduate	2	39	44	15	1069
College	2	28	42	28	1469

[a] Based on responses to the question: "Of the employers you were referred to by the State Employment Office, how many offered you a job?"

[b] High school dropout includes the responses "less than 8th grade" and "less than 12th grade."

[c] College includes both college graduates and those who attended college but did not graduate.

Table A-IV-7

Number of Job Offers From SES Referrals,[a] By Education and Severity of Disability[b] for Veterans Under 30 Years of Age: Veterans Using SES to Find a Job

(Projected Percentage)

Education/Severity of Disability	Number of Job Offers: 3 or More	1 or 2	None	No Answer	Unweighted N
High School Dropout[c]					
Slight	5	38	50	7	102
Moderate	6	35	53	7	172
Severe	3	32	51	14	170
Total	5	36	51	8	444
High School Graduate					
Slight	3	42	40	15	337
Moderate	3	36	49	13	426
Severe	2	27	53	18	306
Total	2	39	44	15	1069
College[d]					
Slight	2	28	40	31	437
Moderate	2	28	46	24	574
Severe	2	30	42	26	458
Total	2	28	42	28	1469

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[a] Based on responses to the question: "Of the employers you were referred to by the State Employment Office, how many offered you a job?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[c] High school dropout includes the responses "less than 8th grade" and "less than 12th grade."

[d] College includes both college graduates and those who attended college but did not graduate.

Table A-IV-8

Fulfillment of Needs at the State Employment Service,[a] by Number of Limitations on Activities:[b] Veterans Using SES to Find a Job

(Projected Percentage)

Limitations on Activities[c]/ Fulfillment of Needs	Needs at Employment Service						Unweighted N
	Help on Application Forms	Job Training Information	List of Job Openings	Help Deciding on Appropriate Job	Help Talking With Employers	Help With Contacting Employers	
Many							450
Wanted This Service, Received It	30	23	42	23	7	23	
Wanted This Service, Did Not Receive It	13	45	36	39	46	45	
Did Not Want This Service	56	32	23	38	47	33	
Some							650
Wanted This Service, Received It	25	21	42	22	6	21	
Wanted This Service, Did Not Receive It	7	42	37	38	40	46	
Did Not Want This Service	68	37	21	41	54	33	
Few							1022
Wanted This Service, Received It	24	22	47	23	4	25	
Wanted This Service, Did Not Receive It	7	37	37	36	35	41	
Did Not Want This Service	68	41	16	41	61	35	
None							858
Wanted This Service, Received It	26	24	46	25	5	27	
Wanted This Service, Did Not Receive It	4	31	37	31	23	34	
Did Not Want This Service	71	45	17	25	73	40	

[a] Based on responses to the question: "Below are kinds of help some people get at State Employment Offices. Answer for each kind of help: Did you need this kind of help when you went to the State Employment Service? Did you actually get this help at the State Employment Service?"

[b] A veteran was classified as limited in the specific activity if he checked that he was "moderately" or "very greatly" limited in that activity.

[c] Many = limited in 5 to 10 activities; Some = limited in 3 to 4 activities; Few = limited in 1 or 2 activities.

Table A-IV-9

Fulfillment of a Need at the State Employment Service—Help With Talking to Employers About Disabilities and Abilities,[a] By Type[b] and Severity[c] of Disability for Veterans Under 30 Years of Age: Veterans Using SES to Find a Job

(Projected Percentage)

Type/Severity of Disability	Needed Service	Service Needed and Received	Unweighted N
Neuropsychiatric			
Slight	44	7	65
Moderate	50	5	250
Severe	61	9	171
Total	49	6	486
Orthopedic			
Slight	36	5	338
Moderate	38	5	362
Severe	46	4	304
Total	38	5	1004
All Other Disabilities			
Slight	31	3	154
Moderate	36	6	209
Severe	49	1	158
Total	33	3	521
Severity Totals			
Slight	35	4	557
Moderate	41	5	821
Severe	51	5	633

[a] Based on responses to the question: "Below are kinds of help some people get at State Employment Offices. Answer for each kind of help: Did you need this kind of help when you went to the State Employment Service? Did you actually get this help at the State Employment Service?"

[b] Neuropsychiatric includes central and peripheral nervous system damage and disease, and neuroses and psychoses. Orthopedic includes bone, muscle, and joint injuries and disease, and amputations.

[c] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table A-IV-10

Number of Unfulfilled Needs[a] at State Employment Service, By Age and Severity of Disability:[b] Veterans Using SES to Find a Job

(Projected Percentage)

Age/Severity of Disability	Number of Unfulfilled Needs: Low (0-1)	Medium (2-3)	High (4-6)	Unweighted N
Under 30				
Slight	64	22	14	894
Moderate	64	20	16	1187
Severe	60	21	19	944
Total	64	21	15	3025
30 to 44				
Slight	70	19	11	305
Moderate	67	18	15	431
Severe	68	15	17	318
Total	69	18	13	1054
45 and Over				
Slight	80	12	8	207
Moderate	74	14	12	371
Severe	77	11	12	242
Total	77	13	10	820
Severity Totals				
Slight	67	20	13	1406
Moderate	66	19	15	1989
Severe	64	18	18	1504

---

[a] Based on responses to the question: "Below are (6) kinds of help some people get at State Employment Offices. Answer for each kind of help: Did you need this kind of help when you went to the State Employment Service? Did you actually get this help at the State Employment Service?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table A-IV-11

Number of Job Offers From SES Referrals,[a] By Age and Severity of Disability:[b] Veterans Using SES to Find a Job

(Projected Percentage)

Age/Severity of Disability	Number of Job Offers				Unweighted N
	3 or More	1 or 2	None	No Answer	
Under 30					
Slight	3	35	41	22	894
Moderate	3	32	48	17	1187
Severe	2	29	47	21	944
Total	3	34	44	21	3025
30 to 44					
Slight	3	21	42	34	305
Moderate	2	25	48	25	431
Severe	2	24	53	21	318
Total	3	23	45	30	1054
45 and Over					
Slight	2	15	50	33	207
Moderate	1	19	49	31	371
Severe	1	21	49	29	242
Total	1	17	49	32	820
Severity Totals					
Slight	3	29	42	26	1406
Moderate	2	28	48	22	1989
Severe	2	27	49	23	1504

---

[a] Based on responses to the question: "Of the employers you were referred to by the State Employment Office, how many offered you a job?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table A-IV-12

Received Counseling to Make Training Plans,[a] By Age and Severity of Disability:[b] Total Sample

(Projected Percentage)

Age/Severity of Disability	Received Counseling: Yes	No	No Answer	Unweighted N
Under 30				
Slight	32	68	1	1390
Moderate	52	48	1	1839
Severe	67	32	1	1772
Total	42	58	1	5001
30 to 44				
Slight	24	76	–	442
Moderate	41	57	1	602
Severe	62	38	1	561
Total	34	66	1	1605
45 and Over				
Slight	24	75	1	287
Moderate	38	62	–	525
Severe	49	50	1	417
Total	33	66	1	1229
Severity Totals				
Slight	29	70	1	2119
Moderate	47	52	1	2966
Severe	63	36	1	2750

[a] Based on responses to the question: "After you got out of the service, did you receive counseling to help you make plans for training, education, or work?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table A-IV-13

Received Counseling to Make Training Plans,[a] By Severity[b] and Type[c] of Disability: Veterans Under 30 Years of Age

(Projected Percentage)

Severity/Type of Disability	Received Counseling			Unweighted N
	Yes	No	No Answer	
Slight				
Neuropsychiatric	40	60	–	136
Orthopedic	30	69	1	805
All Other Disabilities	31	68	1	436
Moderate				
Neuropsychiatric	58	42	1	497
Orthopedic	51	49	–	853
All Other Disabilities	47	51	2	464
Severe				
Neuropsychiatric	72	27	2	415
Orthopedic	68	31	1	930
All Other Disabilities	59	41	–	398
Type of Disabilities - Totals				
Neuropsychiatric	54	46	1	1048
Orthopedic	40	59	1	2588
All Other Disabilities	37	62	1	1298

[a] Based on responses to the question: "After you got out of the service, did you receive counseling to help make plans for training, work, or education?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[c] Neuropsychiatric includes central and peripheral nervous system damage and disease, and neuroses and psychoses. Orthopedic includes bone, muscle, and joint injuries and disease, and amputations.

Table A-IV-14

Received Counseling to Make Training Plans,[a] By Severity of Disability and Race:[b] Veterans Under 30 Years of Age

(Projected Percentage)

Severity of Disability/Race	Received Counseling			Unweighted N
	Yes	No	No Answer	
Slight				
White	30	70	1	1166
Nonwhite[c]	38	61	2	204
Moderate				
White	50	49	1	1476
Nonwhite	61	38	1	335
Severe				
White	66	33	1	1444
Nonwhite	71	27	2	300
Race Totals				
White	50	49	1	4086
Nonwhite	59	40	1	839

[a] Based on responses to the question: "After you got out of the service, did you receive counseling to help you make plans for training, education, or work?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[c] Nonwhite includes veterans who classified themselves as Black, Spanish-American, Oriental, or other.

Table A-IV-15

Counseling Resulted in Training Plan,[a] By Age and Severity of Disability:[b] Veterans Receiving Training Counseling

(Projected Percentage)

Age/Severity of Disability	Counseling Resulted in Training Plan: Yes	No	No Answer	Unweighted N
Under 30				
Slight	71	28	1	435
Moderate	78	22	1	960
Severe	82	18	1	1184
30 to 44				
Slight	53	45	2	114
Moderate	75	25	1	254
Severe	76	24	–	342
45 and Over				
Slight	45	55	–	72
Moderate	61	36	2	201
Severe	69	32	–	206

[a] Based on responses to the question: "Did the counseling result in a plan for education or job training?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table A-IV-16

Went to School or Took Training After Leaving the Service,[a] By Education and Severity of Disability:[b] Veterans Under 30 Years of Age

(Projected Percentage)

Education/Severity of Disability	Went to School			Unweighted N
	Yes	No	No Answer	
High School Dropout[c]				
Slight	42	55	2	156
Moderate	49	51	1	275
Severe	47	51	1	292
Total	45	53	2	723
High School Graduate				
Slight	53	46	1	574
Moderate	51	48	1	700
Severe	50	49	1	640
Total	52	47	1	1914
Attended College[d]				
Slight	87	13	-	480
Moderate	84	15	< .5	657
Severe	89	10	< .5	619
Total	86	13	< .5	1756
College Graduate				
Slight	89	11	-	160
Moderate	91	9	-	179
Severe	89	11	-	193
Total	89	11	-	532
Severity Totals				
Slight	68	31	1	1370
Moderate	67	32	1	1811
Severe	68	31	1	1744

[a] Based on responses to the question: "After leaving the Armed Forces, did you go to school (college; high school; vocational; technical; or business school) or take training (on-the-job; farm; apprentice; or other)?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[c] High school dropout includes the responses "less than 8th grade" and "less than 12th grade."

[d] Attended college applies to those who went to college but did not graduate from a four-year college.

Table A-V-1

Veterans Who Thought Some Employers Did Not Hire Them Because of Their Disability,[a] By Age and Severity of Disability:[b] Veterans Who Looked for Work Since Leaving the Service

(Projected Percentage and Unweighted N)

Severity of Disability	Age Category						Severity Totals	
	Under 30		30 to 44		45 and Over			
	%	N	%	N	%	N	%	N
Slight	22	1280	20	400	16	261	21	1941
Moderate	38	1683	37	556	21	461	35	2700
Severe	49	1423	59	446	46	322	51	2191
Age Totals	30	4386	30	1402	22	1044		

[a] Based on responses to the question, "Do you think that some employers you contacted did not hire you because of your service-connected disability?"

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

Table A-V-2

Unemployment Rate[a] Compared to the Percent of Veterans Who Thought Some Employers Did Not Hire Them Because of Their Disability, By Severity of Disability[b] and Education: Veterans Under 30 Years of Age

(Projected Percentage and Unweighted N)

Severity of Disability/Education	Reported Discrimination		Unemployment Rate	
	%	N	%	N
Slight				
High School Dropout[c]	30	148	18	142
High School Graduate	23	513	11	527
Attended College[d]	23	449	12	421
College Graduate	12	150	8	143
Moderate				
High School Dropout	48	260	22	216
High School Graduate	40	630	12	598
Attended College	36	603	13	495
College Graduate	19	165	12	148
Severe				
High School Dropout	60	248	31	158
High School Graduate	48	502	18	374
Attended College	52	492	19	348
College Graduate	25	164	8	140

[a] The unemployment rate is the percent of those in the labor force who are unemployed. "Unemployed" means out of work and looking for a job now, could start work within one month if offered a suitable job, not in training or school. The "labor force" consists of all those with jobs plus those unemployed.

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

[c] High school dropout includes the responses "less than 8th grade" and "less than 12th grade."

[d] Attended college applies to those who went to college but did not graduate from a four-year college.

Appendix B

A SUMMARY OF LEGISLATION GOVERNING EMPLOYMENT ASSISTANCE FOR VETERANS

One of the ill effects of wars and other large scale military actions is the stress placed on the domestic labor market. The most immediate effect is the creation of a "labor vacuum" as the large manpower requirements of the military are met. However, residual manpower resources soon fill this vacuum. Ironically, perhaps, the greatest stress is placed on the labor market when the war ends. The influx of military dischargees back into domestic life is so rapid and so great that the labor market cannot possibly absorb it through the normal process.

In recognition of this special problem, Congress passed the Wagner-Peyser Act in 1933.[1] This act created the Veterans Employment Service as a subordinate function of the U.S. Employment Service. The VES was given the broad mandate of providing veterans "the maximum of employment and training opportunities through existing programs, coordination and merger of programs and implementation of new programs" (United States Code, Title 38, Section 2002). The responsibilities of the VES were to be discharged through a network of State veterans' employment representatives. These representatives, though Federal employees, were to have functional supervision over the activities of local employment offices related to securing training and employment for veterans.

The specific responsibilities of the veterans' employment representatives are:

(1) Providing functional supervision of the registration of eligible veterans at public employment offices.

(2) Performing job development activities for veterans.

(3) Gathering information on the types of available employment.

(4) Maintaining contacts with employers, labor unions, training programs, and veterans' organizations.

(5) Promoting the interest of employers and labor unions in employing veterans and in conducting on-the-job training programs.

(6) In all other ways possible, advancing the employment of veterans.

Title 38 also prescribes the assignment of one or more local employment office personnel to discharge the duties of the veterans' employment representative at the local level (Section 2004). The local veterans' employment representative (LVER) is to act in behalf of the State veterans' employment representative (SVER) in ensuring that the proper services and preferences are accorded veterans by the local office personnel.

Recently there has been a great deal of executive and legislative emphasis on providing employment services to veterans of the Vietnam era.[2] On June 11, 1971,

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[1] The provisions of the Wagner-Peyser Act as presented in Title 38 of the U.S. Code were expanded by Public Law 89-358 and Public Law 92-540.

[2] Title 38, Chapter 42, Section 2011 of the U.S. Code defines a veteran of the Vietnam era as "a person (A) who (i) served on active duty for a period of more than 180 days, any part of which occurred during the Vietnam era (on or after August 5, 1964 to present), and was discharged or released therefrom with other than a dishonorable discharge, or (ii) was discharged or released from active duty for a service-connected disability if any part of such active duty was performed during the Vietnam era, and (B) who was so discharged or released within the 48 months preceding his application for employment covered under this chapter."

President Nixon sent a letter to the Secretary of Labor outlining a six-point program for increasing employment opportunities for veterans returning from the Vietnam conflict. The letter directed the Secretary to: (a) draw upon the resources of the Jobs for Veterans program, (b) work with the Secretary of Defense to improve the Project Transition Program for separating servicemen, (c) increase the training opportunities for returning veterans and encourage employer participation, (d) require Federal agencies and contractors to list all job openings with the Employment Service, (e) increase the effectiveness of the U.S. Employment Service in locating job and training opportunities for returning veterans, and (f) provide special services in conjunction with the Veterans Administration for Vietnam-era veterans who have been drawing unemployment compensation for three months or more.

On June 16, 1971, five days after the letter was sent to the Secretary of Labor, the President published Executive Order 11598 requiring the listing of job vacancies by Federal agencies, government contractors, and first-tier subcontractors. The mandatory listing requirement involved, in the words of the Executive Order, "only the normal obligations which attach to such listings." There were no provisions mentioned in the Order for ensuring compliance. Guidelines published in Training and Employment Service Program Letter 2678 state that "compliance with the Executive Order and Secretary's regulation is the primary responsibility of the contracting agency. It must be emphasized that Employment Service staff should scrupulously avoid adopting an enforcement posture, and should approach subject employers only in the spirit of service to the employer as well as to the needs of veteran applicants."

On October 24, 1972, Congress passed the Vietnam Era Veterans' Readjustment Assistance Act of 1972 (Public Law 92-540). Title V of this Act charges the Secretary of Labor with responsibility for ensuring "that each eligible veteran, especially those veterans who have been recently discharged or released from active duty, who requests assistance under this chapter shall promptly be placed in a satisfactory job or job training opportunity or receive some other specific form of assistance designed to enhance his employment prospects substantially, such as individual job development or employment counseling services." Also, Title V states that government contractors "shall give special emphasis to employment of qualified disabled veterans and veterans of the Vietnam era." The phrase "special emphasis" is not defined in the Act.

Statutory authority for the mandatory listing requirement published in Executive Order 11598 was provided by this Act. In describing the obligations of government contractors, the Act requires that "(1) each such contractor undertake in such contract to list immediately with the appropriate local employment service office all of its suitable employment openings, and (2) each such local office shall give such veterans priority in referral to such employment openings."

It is the policy of the Employment Service to give veterans priority in selection and referral, and to give disabled veterans top priority. For purposes of making referrals to job orders brought in through the mandatory listing requirement a special set of priorities was established. In such referrals the order of priority is: (1) disabled veterans, (2) Vietnam-era veterans, (3) other handicapped veterans, (4) all other veterans, and (5) non-veterans.

Appendix C

DATA COLLECTION INSTRUMENTS

This appendix contains the major data collection instruments used in this study. They include:

1. Questionnaire used in the mail survey of disabled veterans, and the cover letters used for the three successive mailings.
2. Questionnaire and cover letter used in the mail survey of employers.
3. Guide for structured interviews with employers.
4. Information sheet used to "introduce" the study to employers, and to VA and employment service personnel.

For information about sample sizes and how the instruments were used, refer to Chapter II.

HumRRO
HUMAN RESOURCES RESEARCH ORGANIZATION

HumRRO Division No. 7
(Social Science)
300 North Washington Street
Alexandria, Virginia 22314
(703) 549-3611

Dear Veteran:

Do disabled veterans really get the help they need to find a good job? HumRRO, a private research company, has a grant to study employment problems of veterans with service-connected disabilities. As part of this study, we're asking veterans, like yourself, about their job hunting.

Please take 15 minutes of your time today to answer the questions on the next pages. Your answers, along with information from other veterans, should lead to improvements in training and job-finding help for disabled veterans. Your answers will be treated as confidential.

Please don't put this questionnaire aside. It's essential that we hear from you. We can get a true picture of the job experiences of veterans with service-connected disabilities--but only if every veteran selected answers this questionnaire. Please mail your filled-out questionnaire as soon as possible in the enclosed pre-addressed envelope which needs no postage.

Thank you for your help. I wish you every success in achieving your own employment goal.

Sincerely,

Thurlow R. Wilson

Dr. Thurlow R. Wilson
Director, Project ENABLE

MARK ALL ANSWERS LIKE THIS: ☒

1. Does your service-connected disability limit you in any
11 activities?

☐ Yes - Go on to question 2 ☐ No - SKIP to question 3

2. How much does your service-connected disability limit the activities listed below? Mark "Not at all", "Very slightly", "Moderately" or "Very greatly".

	Not at all 1	Very Slightly 2	Moder-ately 3	Very Greatly 4
12 Walking	☐	☐	☐	☐
13 Standing	☐	☐	☐	☐
14 Lifting	☐	☐	☐	☐
15 Handling small objects	☐	☐	☐	☐
16 Driving a Car	☐	☐	☐	☐
17 Using public transportation	☐	☐	☐	☐
18 Work involving frequent overtime	☐	☐	☐	☐
19 Work performed while seated	☐	☐	☐	☐
20 Working under pressure (Ex.: deadlines, demanding boss.)	☐	☐	☐	☐
21 Work involving meeting and talking with people	☐	☐	☐	☐

3. After you got out of the service, did you receive counseling
22 to help you make plans for training, education, or work?

☐ Yes - Go on to question 4 ☐ No - SKIP to question 8

4. Where did you get this counseling? Check all the places you had counseling.

23 ☐ Veterans Administration
24 ☐ State employment service
25 ☐ A private organization that helps veterans (for example. DAV, American Legion, VFW, Red Cross, etc.)
26 ☐ Other: (Write name of organization) ____________________

5. Did the counseling result in a plan for education or job training?

27 ☐ Yes - Go on to question 6 ☐ No - SKIP to question 8

6. Did you complete the education or training that was planned?
28
1 ☐ Yes - Go on to question 7
2 ☐ No - I quit the school or training without completing it
3 ☐ No, I am still in school or training
4 ☐ No - I never started training

} SKIP to question 8

7. Have you worked in a job that made use of the education or
29 training that you completed?

☐ Yes ☐ No

8. After leaving the Armed Forces, did you go to school (college;
30 high school; vocational, technical; or business school) or take training (on the job; farm; apprentice; or other)?

☐ Yes - Go to question 9 ☐ No - SKIP to question 13

9. Under what type of assistance did you go to school or take
31 training after your Armed Forces service?

1 ☐ Under the G.I. bill
2 ☐ Under the V.A. Vocational Rehabilitation Program for service-disabled veterans
3 ☐ Without V.A. financial help

10. After your Armed Forces service, what kind of schooling or training did you receive? MARK ALL THE CHOICES WHICH APPLY TO YOU.

32 ☐ On-the-job, apprentice, or farm training
33 ☐ Vocational, technical, or business school
34 ☐ High school or G.E.D.
35 ☐ College - undergraduate or graduate
36 ☐ Other training (EXPLAIN): ____________________

11. After your Armed Forces service, did you finish a course of
37 schooling or training and receive a certificate of completion, license, diploma, or degree?

☐ Yes SKIP to question 13 ☐ No - Go on to question 12

12. What was the one main reason why you did not finish?
38
1 ☐ Money problems
2 ☐ Difficulty with studies or training
3 ☐ Family problems interfered or did not leave me enough time
4 ☐ My health interfered
5 ☐ I am still in training or going to school
6 ☐ Other reasons

13. Did you go to work for the same employer you had before
39 military service?

☐ Yes ☐ No -

14. Since you left the service, have you looked for a job?
40
☐ Yes ☐ No - SKIP to question 20

15. Do you think that some employers you contacted did not hire
41 you because of your service-connected disability?

☐ Yes ☐ No - Go on to question 16

(EXPLAIN) ____________________
____
____
____
____

16. Did you use the state employment office to try to find a job?
42
☐ Yes - Go to question 17 ☐ No - SKIP to question 20

17. Did the people at the state employment office know or find out that you had a service-connected disability? 43

1 ☐ Yes - I told them or showed them proof of my service-connected disability.

2 ☐ Yes - They found out about my service-connected disability from other source.

3 ☐ No - They did not know of my service-connected disability.

4 ☐ No - At that time the V.A. had not rated my service-connected disability.

18. Below are kinds of help some people get at State Employment Offices. Answer for each kind of help:

- **Did you need this kind of help when you went to the State Employment office?**
- **Did you actually get this help at the State Employment Office?**

	Did you NEED this help when you went to State Emp Office		Did you ACTUALLY GET this help at State Emp Office	
A. Help in filling out employment office application forms	44 ☐ Yes	☐ No	45 ☐ Yes	☐ No
B. Information about job training	46 ☐ Yes	☐ No	47 ☐ Yes	☐ No
C. A list of job openings so I could look them over and decide what jobs to apply for	48 ☐ Yes	☐ No	49 ☐ Yes	☐ No
D. Someone to help me decide what kind of work I should look for	50 ☐ Yes	☐ No	51 ☐ Yes	☐ No
E. Advice on how to talk to employers about my disability—and my abilities	52 ☐ Yes	☐ No	53 ☐ Yes	☐ No
F. Someone to contact employers to find those who were interested in hiring me	54 ☐ Yes	☐ No	55 ☐ Yes	☐ No

19. Of the employers you were referred to by the State Employment Office, how many offered you a job? 56

1 ☐ Three or more 2 ☐ One or two 3 ☐ None

20. For whom did you work at your longest job in 1973?

If did not work in 1973, SKIP to question 33. ______________________________

Name of company, organization or other employer

Note: If you had more than one job in 1973 list the job you held longest

21. What kind of business or industry was this? (For example, retail shoe store, State Labor Department, building contractor) ______________________________ 57

____

22. What kind of work were you doing? (For example, salesperson, secretary, carpenter) ______________________________ 58-59

23. What were your major activities or duties on this job? (For example, sell shoes, take dictation, build forms) ______________________________

____

____

24. How many hours did you usually work every week on this job, excluding overtime? 11

1 ☐ 1 to 5 hours

2 ☐ 6 to 10 hours

3 ☐ 11 to 20 hours

4 ☐ 21 to 30 hours

5 ☐ Over 30 hours

25. About how much did you earn per hour on this job? 12

0 ☐ $1.00/hour

1 ☐ $1.50/hour

2 ☐ $2.00/hour

3 ☐ $2.50/hour

4 ☐ $3.00/hour

5 ☐ $3.50/hour

6 ☐ $4.00/hour

7 ☐ $5.00/hour

8 ☐ $6.00/hour

9 ☐ $7.00/hour or more

26. How much did this job use your previous training and job experience? 13

1 ☐ a lot 2 ☐ some 3 ☐ a little 4 ☐ not at all

27. Were you 14

1 ☐ An employee of a private company or individual?

2 ☐ Federal government employee?

3 ☐ State or local government employee?

} Go on to question 28

4 ☐ Self-employed?

5 ☐ Working in family business or farm?

} SKIP to question 33

28. Below are ways people try to find jobs. Mark all the ways you used when looking for work after leaving the service.

15 ☐ **A** I work for the same employer I did before going into the service

16 ☐ **B** I applied directly to employers without suggestions or referrals from anyone

17 ☐ **C** I asked friends or relatives about jobs

18 ☐ **D** I checked with the State employment office

19 ☐ **E** I checked with private employment office

20 ☐ **F** I placed or answered ads in newspapers or magazines

21 ☐ **G** I contacted a veterans organization such as the DAV, American Legion, VFW, etc.

22 ☐ **H** I went to the Veterans Administration

23 ☐ **I** I used some other method for finding a job (Explain other method) ______________________________

____

____

28a. Looking back at methods A through I, listed above, which ONE method did you use most often?

24 Enter in this space the letter of the ONE method you used most often. ______

28b. Which ONE method in this list above was most useful in getting the job you held longest in 1973?

25 Enter in this space the letter of the ONE method which was most useful in getting the job you held longest in 1973. ______

(Continued)

29. When you were hired, did your employer know of your service-connected disability? 26

☐ Yes - Go on to question 30 ☐ No - SKIP to question 33

30. How did your employer first learn of your service-connected disability? 27

1 ☐ I told him about this disability (or wrote about it or showed papers)

2 ☐ He first learned of my disability in some other way

31. Before you were hired, did your employer have experience with workers with a disability like yours? 28

1 ☐ Yes 2 ☐ No 3 ☐ Don't know

32. Did your employer make arrangements so that you could work with your disability? (For example, extra rest periods, special parking, special equipment for doing the work, change of the job duties, help from supervisor) 29

1 ☐ Yes, my employer made arrangements so I could work (EXPLAIN): ______________________

____

____

____

____

2 ☐ No, I was treated exactly the same as any other worker on this job

33. Do you have a job at present? 30

☐ Yes - SKIP to question 37 ☐ No - Go on to question 34

34. Are you now looking for work? 31

☐ Yes ☐ No - SKIP to question 36

32-33 How many weeks have you been out of work and looking for a job?

_______ weeks
(number)

35. If you were offered the kind of a job you want, would you be able to start work in one month or less? 34

☐ Yes - SKIP to question 37 ☐ No - SKIP to question 37

36. Mark your ONE main reason for not looking for work. 35

1 ☐ In school or training

2 ☐ In hospital and am too sick or disabled to look for work

3 ☐ Too sick or disabled to work, but not in hospital

4 ☐ Gave up looking—not possible to find a job

5 ☐ If I work some of the payments I get for disability may be taken away

6 ☐ Don't want a job at this time

7 ☐ Other reason: (EXPLAIN) ______________________

____

37. Have you decided what job you would like to have five years from now? 36

☐ Yes ☐ No - Go on to question 38

What is the job you would like to have five years from now: (WRITE IN THE JOB) ______________________

38. Are you: 37

1 ☐ Married 4 ☐ Divorced

2 ☐ Single (never been married) 5 ☐ Widowed

3 ☐ Separated

39. Does anyone depend on you for support? (Don't count yourself.) 38

☐ Yes 0 ☐ No - Go on to question 40

39 How many persons? _______ persons.
(number)

40. What is your race? 40

1 ☐ White 4 ☐ Oriental

2 ☐ Black 5 ☐ Other

3 ☐ Spanish-American

41. How much school have you completed? 41

1 ☐ Less than 8th grade

2 ☐ Less than 12th grade

3 ☐ High school graduate

4 ☐ Went to college, but did not finish 4 years

5 ☐ Graduated from 4 year college

42. What is the size of the city or town you live in? 42

1 ☐ Large city (250,000 or more) or suburb of a large city

2 ☐ Medium city (75,000-250,000) not a suburb of a large city

3 ☐ Small city (5,000-75,000)

4 ☐ Small town (5,000 or less)

5 ☐ Farm area

43. What is your telephone number?

____
Area Code Number

Thank you for completing this questionnaire. Please put the questionnaire in the stamped addressed envelope and mail it back to us as soon as possible.

If you would like to tell us more about your job hunting experiences, please write a letter. Mail the letter with the questionnaire. All letters will be read carefully.

HumRRO

HUMAN RESOURCES RESEARCH ORGANIZATION

HumRRO Division No. 7
(Social Science)
300 North Washington Street
Alexandria, Virginia 22314
(703) 549-3611

Dear Veteran:

Somehow we missed you. We sent a questionnaire to you a few weeks ago asking about your experiences in finding a job after you got out of the service, but we haven't heard from you yet. We're afraid that some of our questionnaires got lost in the Christmas mail, so we're sending another copy and asking that you please take a few moments to fill it out.

WHAT IS THIS ALL FOR? Many men during the past few years got out of the service only to find that it was almost impossible to get a good job. For the disabled veteran the difficulty is even greater. This questionnaire is part of a study to find out what problems the disabled veteran runs into while looking for work.

WHY SHOULD YOU HELP US? Because you and other veterans with service-connected disabilities are the only ones who can. Your experiences in seeking work or training are what this study is all about. Please don't think that your answers won't help. They will -- even if you have a minor disability. Even if you had no trouble getting a job -- we want to hear from you. In order to get a true picture of the situation we must hear from each veteran we contact. This study could result in major improvements in employment assistance to disabled veterans; improvements that may someday benefit you directly.

WHO ARE WE, ANYWAY? HumRRO is a non-profit research organization. We do most of our research in the areas of training, education, and social problems. We have recently conducted several studies concerned with special employment problems. We do our work under contracts and grants with federal, state, and local government agencies, and with private corporations and foundations.

So please, won't you help by filling out this questionnaire and returning it in the enclosed postage-paid envelope. If you would like more information about this study, or if you would like to comment please drop me a line.

Sincerely,

Thurlow R Wilson

Dr. Thurlow R. Wilson

HumRRO

HUMAN RESOURCES RESEARCH ORGANIZATION

HumRRO Division No. 7
(Social Science)
300 North Washington Street
Alexandria, Virginia 22314
(703) 549-3611

> *"I feel strongly that any person except the badly disabled can find a job if they want one."*
>
> —A veteran from Uniontown, Kansas

> *"The disabled person in this country has two handicaps: one is his or her physical disability, the other is the hiring practices."*
>
> —A veteran from Jamestown, Missouri

Dear Veteran,

The above quotations express totally different opinions, though they were both taken from letters we've received from disabled veterans who have responded to the questions on the following pages. The Human Resources Research Organization, a private, non-profit research organization, has a grant to study employment problems of disabled Vietnam-era veterans. The questionnaires and the many letters we've received so far have been valuable in showing us where veterans go for job help, what kind of help they receive, where they find out about job openings, and what kinds of problems they run into during their job hunt.

We are just now beginning to form a clear idea of the difficulties that the disabled veteran typically faces. To complete our picture of the situation we need to hear from many more veterans who, like yourself, have a service-connected disability. We would like to hear from you even if you have a minor disability; even if you had no trouble getting a job.

So would you take a few minutes of your time to tell us about your experiences in seeking work or training? Just answer the questions on the following pages and return the questionnaire in the enclosed postage-paid envelope. If you would like more information about this study, or if you would like to comment, please drop me a line.

Sincerely,

Thurlow R. Wilson

Dr. Thurlow R. Wilson
Director, Project ENABLE

HumRRO

HUMAN RESOURCES RESEARCH ORGANIZATION

300 North Washington Street
Alexandria, Virginia 22314
(703) 549-3611

Dear Sir:

HumRRO, a private, non-profit research company is conducting a series of studies of the employment of Vietnam veterans with service-connected disabilities--Project ENABLE. The overall objectives of Project ENABLE are to determine the nature of major problems confronting the disabled veterans in seeking and holding a job and to explore ways in which these problems might be solved in order to facilitate the employment of our disabled veterans.

In order to realize the objectives of this project we must understand the points of view of various employers about disabled veterans and other handicapped workers--what employers actually see to be the problems, the advantages, and the disadvantages in hiring these people. Thus, as part of the overall project we are asking a sample of public and private employers, all of whom employ over 100 persons, to tell us their opinions about handicapped workers, including veterans.

The enclosed questionnaire is intended to be completed by the person in your organization who has prime responsibility in personnel matters. Answering the survey will take about 10 minutes. To promote frankness, the responses will be anonymous. A postpaid and addressed envelope has been included for mailing the questionnaire back to us.

We at HumRRO feel that this study of disabled veteran employment is of considerable national importance. We hope that you agree and that your personnel director can take a few minutes to participate in the survey.

Cordially yours,

Meredith P. Crawford

Meredith P. Crawford
President

NOTE: On the reverse side of this letter you will find a brief description of the overall HumRRO Project ENABLE as well as some further information about HumRRO.

HumRRO and Project ENABLE

"Facilitating Employment of Disabled Veterans"

HumRRO is a private, non-profit research company established in 1951. HumRRO research is conducted for major agencies of federal and state governments, foundations and non-profit organizations and private industry. HumRRO projects deal with analysis of manpower systems, training design, evaluation of social programs, and other projects concerned with improving human performance.

Control of HumRRO is vested in a Board of Trustees. Among the members of the Board are: Mr. Stephen Ailes, President, Association of American Railroads, and former Secretary of the Army; Dr. William Bevan, Executive Officer, American Association for the Advancement of Science: Mr. John M. Christie, Chairman of the Board, The Riggs National Bank; Mr. Alan C. Furth, Vice President and General Counsel, Southern Pacific Company; Dr. Louis T. Rader, Chairman, Department of Electrical Engineering, University of Virginia; and Mr. Roger T. Kelly, Vice President, Caterpillar Tractor Co.

Project ENABLE consists of a number of studies concerned with facilitating the employment of disabled veterans. In addition to the enclosed survey of employer opinions conerning handicapped workers, the project includes:

(1) a survey of the job finding experiences of 14,000 disabled Vietnam-era veterans, with special follow-up interviews with the long-term unemployed veterans;

(2) discussions with a sample of major public and private employers throughout the United States concerning their experiences in hiring disabled veterans;

(3) a study of the activities of the State Employment Service and the Veterans Administration in assisting employment of disabled veterans;

(4) the evaluation of a small number of outstanding programs for increasing the employability of disabled veterans; and

(5) a study of the activities of National veteran assistance organizations.

Project ENABLE will have two products. The final report will present factual information on the magnitude and nature of the disabled veteran's problem for the guidance of manpower planners and administrators as well as recommendations of needed actions. The second product will be a handbook directed at employment office counselors and others who are concerned with providing guidance and developing jobs for disabled veterans.

Project ENABLE

Mail Survey of Employers

Please mark each answer by circling the number next to the answer you select.

1. How many people are employed by your organization?

   1. less than 50
   2. 50 to 99
   3. 100 to 199
   4. 200 to 499
   5. 500 or more

   NOTE: For manufacturing companies consider the number of employees at this plant. For other organizations count the number of employees at all locations within the county--e.g., a retail trade business should count employees at all stores within the county.

2. Is your organization a public or private employer?

   1. public (Federal, state or local government) - SKIP TO QUESTION 4
   2. private - GO ON TO QUESTION 3

3. What is the primary line of business of your company?

   NOTE: The standard industry code (SIC) for your company's primary line of business is the four digit number on the first line of your address label.

	Initial Digits of Standard Industry Code
1. agriculture, forestries and fisheries	01 to 09
2. mining	10 to 14
3. contract construction	15 to 17
4. manufacturing	19 to 39
5. transportation, communication, utilities	40 to 49
6. wholesale trade	50
7. retail trade	52 to 59
8. finance and real estate	61 to 67
9. services	70 to 89

4. Does your organization have any employees with moderate or severe physical handicaps (e.g., crippled, diabetic, deaf, blind)?

   1. Yes
   2. No - SKIP TO QUESTION 7

5. Has your organization hired any Vietnam veterans with moderate or severe physical disabilities during the past year?

   1. Yes
   2. No
   3. Don't know

6. What proportion of your employees are moderately or severely physically handicapped?

   1. less than 1%
   2. 1 to 2%
   3 3 to 5%
   4. 6 to 10%
   5. 11 to 20%
   6. 21 to 30%
   7. over 30%

Below is a list of reasons often given for hiring or not hiring the handicapped. Please indicate your agreement or disagreement with each of the listed reasons as it applies in your firm, or organization by circling 1, 2, 3, 4, or 5:

1 = Agree strongly
2 = Agree somewhat
3 = Don't agree or disagree (can't answer)
4 = Disagree somewhat
5 = Disagree strongly

	Agree Strongly				Disagree Strongly
7. Hiring handicapped workers would raise the cost of our disability benefits.	1	2	3	4	5
8. Only a few jobs within our company can be handled by handicapped workers.	1	2	3	4	5
9. Most of our jobs would have to be especially redesigned to fit handicapped workers.	1	2	3	4	5
10. Our organization saves those jobs which the handicapped could do for their own employees who develop handicaps during their years of service.	1	2	3	4	5
11. Hiring some handicapped workers brings good publicity.	1	2	3	4	5
12. Our organization does not use the expensive selection and placement procedures which the handicapped would require.	1	2	3	4	5
13. Our employees would not like to work with handicapped workers.	1	2	3	4	5
14. The public we contact are uncomfortable with employees who have visible physical handicaps.	1	2	3	4	5
15. Our supervisors often object to hiring handicapped workers for their work units.	1	2	3	4	5
16. Our organization puts a lot of emphasis on good appearance of its workers, so we tend to be careful about hiring handicapped people.	1	2	3	4	5
17. Seniority rules in our organization make it difficult to give lighter jobs to newly-hired handicapped workers.	1	2	3	4	5
18. We like to hire people we can promote, and people with a physical handicap are too often limited in job level.	1	2	3	4	5

Listed below are general comments sometimes expressed about moderately or severely handicapped workers. Please indicate your agreement or disagreement with each statement by circling 1, 2, 3, 4, or 5:

		Agree Strongly				Disagree Strongly
19.	Because of the risks involved, only large companies can afford to hire the handicapped.	1	2	3	4	5
20.	Handicapped workers often require more lenient rules on absenteeism, tardiness, sick leave, etc., than do non-handicapped workers.	1	2	3	4	5
21.	Running a business or department nowadays is difficult enough without hiring handicapped workers.	1	2	3	4	5
22.	Private industry has a responsibility to hire some handicapped workers.	1	2	3	4	5
23.	Private employers should be legally required to hire the handicapped if they are qualified for the job.	1	2	3	4	5
24.	A supervisor ought not to expect a handicapped person to do as much work as a non-handicapped person.	1	2	3	4	5
25.	It is best for handicapped persons to work in small companies where everyone knows everyone else.	1	2	3	4	5
26.	Governmental agencies should assume a much larger role in hiring handicapped workers.	1	2	3	4	5

Finally, here are comments about disabled veterans as job seekers. Please indicate your agreement or disagreement with each comment.

		Agree Strongly				Disagree Strongly
27.	An employer should give special consideration to hiring a severely disabled Vietnam veteran job applicant -- assuming the veteran has the basic qualifications for the position he is seeking.	1	2	3	4	5
28.	A moderately or severely disabled veteran who is qualified for a job should be hired -- even though other more qualified applicants are available.	1	2	3	4	5

		Agree Strongly				Disagree Strongly
29.	Disabled Vietnam veterans who are seeking work are likely to be drug users.	1	2	3	4	5
30.	Employees who are disabled veterans can be expected to take more sick leave than other veterans.	1	2	3	4	5
31.	Disabled veterans can be expected to make more dependable employees than other veterans.	1	2	3	4	5
32.	A veteran who had a leg amputated while in Vietnam should be hired in preference to other job applicants -- if the veteran has the essential qualifications for the job.	1	2	3	4	5
33.	A veteran who developed trouble with heart or circulatory system as a result of service in Vietnam should be hired in preference to other job applicants -- if the veteran has the essential qualifications for the job.	1	2	3	4	5
34.	A Vietnam veteran who was treated in a psychiatric hospital should be hired in preference to other job applicants -- if the veteran has the essential qualifications for the job.	1	2	3	4	5

Thank you for completing this questionnaire. Please return it to us in the enclosed stamped and addressed envelope. The survey is anonymous, so do not write your organization's name anywhere on this form. If you would like to receive a summary of our findings, please write to Dr. Thurlow Wilson, Director of Project ENABLE, HumRRO, 300 North Washington Street, Alexandria, Virginia 22314. He will see that a copy of the findings is mailed to you when the study is complete later this year.

EMPLOYER INTERVIEW GUIDE

1. Date: ______________________________

2. City: ______________________________

3. Name of Employer: ____

4. Type of Business or Industry: ____

5. Standard Industry Code: ____________

6. Number of Employees: ____________

7. General Statement of Policy RE Hiring Disabled Applicants:

    ____

    ____

    ____

    ____

8. Has your company used any special ways to recruit qualified handicapped workers, especially veterans?

    _____Yes _____No

    If "Yes," how have you recruited handicapped workers? ______________

    ____

    ____

9. Does the application form ask for information about physical disabilities?

    _____Yes _____No

    If "Yes," what does it ask? ____

    ____

    ____

10. Does the application form ask if the applicant is receiving disability payments?

    _____Yes _____No

    If "Yes," what is the wording? ____

    ____

    ____

11. Is the applicant required to fill out a medical history statement?

_____Yes _____No

12. Does the company have a medical department?

_____Yes _____No

13. Is the applicant required to have a physical exam?

_____Yes _____No

14. How are the medical history information and the physical exam used in making the hiring decision?

____

____

____

15. Does your company have special testing and placement procedures which make sure a handicapped worker is in an appropriate job?

_____Yes _____No, no special testing or placement

If "Yes," explain: ______________________________

____

____

____

16. Has your company ever analyzed the jobs within your organization to determine which can be performed by various kinds of severely handicapped workers?

_____Yes _____No

Explain: ______________________________________

____

____

____

17. Are there currently any moderately or severely disabled employees on your work force?

_____Yes _____No

Are any of these disabled veterans?

_____Yes _____No

18. What are some of the jobs held by moderately or severely handicapped employees?

____

____

____

19. What has the company's experience been with its moderately or severely handicapped employees?

____

____

____

Productivity________________________________

Absenteeism________________________________

Turnover___________________________________

20. Has your company had any experience with disabled Vietnam veterans as workers?

_____Yes _____No

If "Yes," what has been your experience with these men?

Productivity________________________________

Absenteeism________________________________

Turnover___________________________________

21. Do supervisors expect handicapped workers to do the same work as non-handicapped?

_____Yes _____No

22. Do handicapped require more lenient rules on absenteeism, sick leave, and tardiness?

_____Yes _____No

23. Have you found that handicapped workers tend to be more difficult to promote than non-handicapped workers?

_____Yes _____No

If "Yes," explain: ______________________________

____

24. Does your company make special adjustments or give special help to handicapped workers?

_____Yes _____No

Explain: ____

____

____

25. Are the company's buildings free from architectural barriers?

_____Yes _____No

26. Are work stations restructured if necessary to accomodate disabled workers?

_____Yes _____No

Examples: ____

____

____

27. Is there someone in your company whom a handicapped worker can contact to obtain immediate advice and assistance in problems relating to his disability, i.e., an ombudsman for handicapped workers?

_____Yes _____No

28. Does hiring disabled workers have any effect on the company's insurance rates?

_____Yes _____No

Explain: ____

____

____

29. Are there things which tend to limit the number of qualified handicapped workers your company can hire?

_____Yes _____No

What are these limiting things?

____

____

____

30. We have been talking about the employment of physically handicapped workers by your company. What about those veterans whose disability is psychiatric, that is they were hospitalized in a psychiatric hospital after service in Vietnam and they are getting occasional psychiatric outpatient treatment. How would a psychiatric disability affect hiring?

What is your experience with workers with a psychiatric history?

Are special allowances and arrangements made for them in the job?

____Yes ____No

Explain: ____

31. Finally, do you have any other comments or suggestions about hiring of handicapped workers?

Project ENABLE

"Facilitating Employment of Disabled Veterans"

The Manpower Administration of the U.S. Department of Labor has awarded the Human Resources Research Organization a grant to conduct a study of the major problems confronting disabled Vietnam-era veterans in seeking and holding jobs, and to explore ways in which such problems might be solved. This project, in which the Veterans Administration and the National Alliance of Businessmen are cooperating, has been code-named ENABLE; it includes the following sub-studies:

(1) a survey of the job-finding experiences of 14,000 disabled Vietnam-era veterans, with special follow-up interviews with the long-term unemployed veterans;
(2) a mail survey of employer opinions concerning handicapped employees, including veterans;
(3) interviews with major private and public employers concerning their experiences in hiring disabled veterans;
(4) a study of the activities of the State Employment Service and the Veterans Administration in assisting employment of disabled veterans;
(5) the evaluation of a small number of outstanding programs for increasing the employability of disabled veterans; and
(6) a study of the activities of national veteran assistance organizations.

Project ENABLE will have two products. The final report will present factual information on the magnitude and nature of the disabled veteran's problem for the guidance of manpower planners and administrators as well as recommendations of needed actions. The second product will be a handbook directed at employment office counselors and others who are concerned with providing guidance and developing jobs for disabled veterans.

Human Resources Research Organization (HumRRO)

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Control of HumRRO is vested in a Board of Trustees. Among the members of the Board are: Mr. Stephen Ailes, President, Association of American Railroads, and former Secretary of the Army; Dr. William Bevan, Executive Officer, American Association for the Advancement of Science; Mr. John M. Christie, Chairman of the Board, The Riggs National Bank; Mr. Alan C. Furth, Vice President and General Counsel, Southern Pacific Company; Dr. Louis T. Rader, Chairman, Department of Electrical Engineering, University of Virginia; and Mr. Roger T. Kelly, Vice President, Caterpillar Tractor Co.

For further information concerning Project ENABLE contact Dr. T.R. Wilson, Director, Project ENABLE, Human Resources Research Organization, 300 N. Washington St., Alexandria, Va. 22314, (703) 549-3611.

Appendix D

LETTERS FROM DISABLED VETERANS

This appendix contains letters written to us by disabled veterans. These letters give an added depth to the report. Whereas the data presented in preceding sections provide an oblique look at the employment situation faced by disabled veterans, these letters permit a direct look through the testimony of expert witnesses—the veterans themselves. To exclude the letters would be to eliminate an important dimension.

We received more than 400 letters, 68 of which appear on the following pages. The letters included in this appendix were not randomly selected nor do they represent a true cross-section of the population of disabled veterans. They were selected to illustrate the diversity of problems and points of view. Letters emphasizing vague complaints and appeals for help have not been included.

At the top of each letter appears the veteran's age, combined disability rating, and educational level. The letters are arranged in order of increasing severity of disability and by increasing age within each severity level. All information that could identify the veteran, or other persons, or private organizations has been deleted. The letters have not been edited except for spelling errors and minor changes in punctuation.

Again we caution the reader that these letters do not necessarily represent the experiences of all disabled veterans since they came mostly from those who have complaints.

Age: 25 Combined Disability Rating: 10%

Sirs:

My main gripe when I was first released from the service was the attitude of the State Employment office. Their attitude was not at all encouraging. The jobs I was sent out on to be interviewed were menial (janitorial, etc) and the wages offered were below standard ($1.75 per hour). I was receiving unemployment compensation but it was cut-off after 2 months, because it was at this time they found I was receiving VA disability and thought I had put in a fraudulent claim for unemployment. It was immediately discontinued and I was investigated. It all turned out ok, but they were assuming a lot without even questioning me. I was only on partial disability, they assumed I was 100% disabled. Their attitude toward me was that of some type of criminal and degrading. I became disgusted with them and discontinued to receive any unemployment benefits.

Thank you,

Age: 26 Combined Disability Rating: 10% Education: High School Graduate

Dear Sirs,

I work for a local Plumbing Contractor in town. He is a rotten stingy employer but jobs are hard to get. My employer does not believe in helping anybody but himself.

I asked him to submit some forms I obtained for on the job training benefits. He refused and said "it would cost too much and young kids today have got it too soft."

It is darn expensive trying to raise a family and take care of a house and car, but he doesn't care. I have tried looking to other contractors but they are never hiring. My boss is always saying how kids today think that the world owes them a living. Not all employers are like mine.

I do wish that V.A. would try to enlighten employers that it wouldn't cost them anything. Just a few minutes.

Please do not send anything to my employer, because he said he would fire me if I raised a stink so leave it at that. Please, good jobs are hard to get.

Thank You

Age: 28 Combined Disability Rating: 10% Education: Some College

Dear Sir:

I would like to comment on a few of your questions.

#3 I received counseling, but not until 3 yrs after my separation. I didn't even know that I could get counseling until I went to take a night course at a junior college.

#12 Even with my wife working, and receiving the GI bill, I was unable to keep up with my bills and had to quit school to find work--which I did without much trouble.

Also, I found that unlike a junior college, the 4 year institution did not offer services that most vets need, such as:

5. There are no arrangements made for a severely handicapped vet: classes at Northern University for example are 10 blocks apart, no transportation is available, parking is distant, there are no wheel chair ramps at all.

In conclusion, from my own experience, and from talking to others, I feel we get a fairly good reaction from employers. However, I feel that governmental bodies such as the VA, employment services and educational institutions are severely hindering the vet, handicapped or not. They are not receiving needed counseling upon separation. In fact, as I said before, I didn't realize counseling was available until much later.

Age: 29 Combined Disability Rating: 10% Education: College Graduate

Dear Sir:

I was glad to receive your questionnaire because though I am now employed, I recently went through a period of 16 weeks of being unemployed and I have gone to many of the agencies mentioned and some that were not.

1) College placement services.
I received no counseling. About all they did was provide rooms for interviews with professional interviewers. They did, however, send out 5 letters after I had received a questionnaire and I told them what I thought of their services. I think I can be a little critical since I personally sent out about 40 feelers.

2) The state employment agency was extremely disappointing. They are more interested in taking care of the welfare disbursements than locating the right job for qualified individuals. In my opinion state employment agencies are given too many responsibilities. I would like to see an agency whose duties are only to bring employees and employers together.

The government employment agencies have to be lacking. All you have to do is look at the independent employment agencies.

3) Independent employment agencies.
I object to the idea of having to pay for a job. In Oklahoma City with my qualifications and the job I expected to get, I would have had to pay $700 to $900 in advances to get a job. The jobs were available, but I had no other way to make contact with prospective employers. If you look at the want ads in the papers. I would say 95% of the ads are by independent agencies, and for the type of job for which I was looking,99%. There are fee paid jobs, but the agencies refuse to handle you on this basis only.

I can now see and understand why people become discouraged and cease to even look for jobs.

Regards,

Age: 35   Combined Disability Rating: 10%   Education: High School Graduate

Mr. Wilson:

I answered all your questions to the best of my ability, but I find myself wondering why you did not ask questions like, how many jobs have you had since your service term was up, what kind of jobs have you had after service, what kind of job training have you ever received, and did you try to find work you were trained for.

I am sure you know I could go on and on because I ran into everything you could imagine just trying to get work to care for my family. You ask in your questionnaire what Race was I. I am a Black man. I went from gas pumps to Inspector for Motor Vehicles Department of . But looking back I know no man any where should have to wait three years to get a decent job. Labor unions, newspaper ads, and even State Employment Offices don't really help. You get the run around day after day, you go, you look, soon you run out of money, no food, no car, then where do you go? For six months after service I tried, and I mean all State, city, private, personal, and you name it. This last job I have now was gotten through the State Employment Office, and only because some very dear friend knew I needed work. Oh yes. Just how long have I been working? 5-1/2 months, for 48 days this year 1973 out of work. . . .

Mr. Wilson, you ask if we, the disabled veterans, get the jobs and help we need. I say Hell No! If you get the job you want you can't get into the clique because you went to Vietnam, and if the job you get pays good they put you digging ditches and know you are disabled. I think I have seen just about all. I really never thought anyone would ask these questions to me but you did. So you are getting a small part of how I feel as a disabled vet.

I hope to God no vet anywhere had to go through what I did in trying to survive. I looked at the country I was in while I was in Vietnam and thought how could anyone be loyal to their country the way things are going down. Now I find nothing changed. Things are the same here.

I left service as a Platoon Sgt. in transportation. I had training in radio and TV. I even went to Fort in for Broadcast Spec. to open a radio station at but no chance. No openings or not enough experience to do.

Mr. Wilson, I do hope, after you get all your information down, you do whatever you are trying to do, and good luck. You are going to need it.

Yours truly,

Age: 50 Combined Disability Rating: 10% Education: High School Graduate

5 Dec 1973

Dear Sir:

I was turned down for a job in New York due to emphysema which the U.S. Army and the Veterans Administration claimed I did not have.

Age: 50 Combined Disability Rating: 10% Education: Some College

December 1, 1973

Gentlemen:

There are many factors involved when a person applies for a job that must be taken into consideration. In my particular case, the fact that I have a retirement from the Air Force appears to influence the prospective employer. That is to say that they take into consideration that I do not need as much income from productive employment as another employee. Therefore, the starting remuneration they are willing to pay is somewhat less then another starting employee. This is particularly true when I applied for Government Service, Federal, State and Local.

My experience leads me to believe that unless a disabled veteran has adaquate preparation in some professional field, he or she will not receive the same treatment as an employee that does not have some disability, service connected or otherwise.

Superior qualifications, such as a college degree, is a necessary ingredient to equalize the difference between a person with no physical defect. I have investigated the reason this difference exists, at least in this area. An employer pays for an employees disability insurance and in some cases the employer must pay more if one or more of his employees is of what the insurance people call a "high risk". Consequently, when a decision is to be made on who is to be hired, the employee with no disability is preferred. The decision is not based on personal desires of the employer but on the economic reality of the situation.

There are other factors involved but they are too numerous to tabulate and I am sure that the other disabled veterans will shed some light on the problems they have encountered. I sincerely hope that this study can remedy some of the inequities that exist.

Respectfully yours,

Age: 24 Combined Disability Rating: 20% Education: High School Graduate

Dear Sir:

I wanted to tell you more about my job hunting and working experiences.

I had a damaged right shoulder which I received while working on a plane in the U.S. Air Force. I received one operation while I was in the service, which did not work. Then I started working at in . Before I was hired I had informed the owner that in a few months I would be receiving a second operation. He said that was alright. I told him the last operation I was out of work over a month, he still said O.K. After my second operation I stopped in often while my shoulder was healing. Then after about two months the doctor said I could go back to work, I went in to and he wouldn't let me start work again. He used the excuse that they didn't have enough work.

I later applied at which I was called in for an interview.

I passed everything up to my shoulder.

The doctor saw that it really didn't affect me, but he insisted in having a written letter from the doctor that did the operation down at the V.A. Hospital.

That was a more difficult task than I had thought. The doctor that did the operation was no longer there. I had gotten the complete file of the operation and all my visits to the hospital, but that still wasn't enough. Finally they agreed to my seeing a specialist in to write the letter. The specialist said there is no way any doctor can guarantee that you will never have any trouble with it again.

He examined it and said it was okay as far as he could see. This was all at my own expense which I didn't mind as long as I got the job. The specialist said they do this often and don't hire you anyway. He said, "This is what you commonly call a run around."

So when I was hired it was a surprise to me. I worked 38 days and was laid off on Aug. 22, 1973 with 500 other men. Most of these men were called back already so I am still waiting. I have been collecting unemployment ever since.

Thank you for your time,

Sincerely yours,

Age: 27 Combined Disability Rating: 20% Education: College Graduate

Dec. 5, 1973

Gentlemen:

I thank you very much for your inquiry. It is gratifying to find someone with an interest in veterans affairs.

Upon my discharge in 8/68, I went to the V.A. for assistance. I had received an eleven month early out with three weeks notice. I had no plans for the future and was completely lost. At the V.A. office in I was told "to get into a school and we'll send you checks;" you're lucky you're getting that". I was told I didn't "need any V.A. Rehab". I bummed around for a year and my legs worsened, so I enrolled at the University of Arizona, due to the climate. After expending all my funds, a concerned V.A. contact officer in placed me on V.A. Rehab. At that time I was broke & desperate. Had it not been for that contact man I would have been financially forced to quit school. Regrettably he could not reimburse me for the last $1,000 I had spent to relocate and pay for the first semester.

After graduating I went back to the V.A. in for help in finding employment. I again was shuffled about and found myself wasting my time sitting there for days at a time. I managed to find temporary work with The Small Business Administration and later as an investigator for an insurance company. My condition (rheumatory arthritis both knees) has still persisted. To obtain V.A. medical care one must wait from one to two months. Due to this I pay for my own physician.

In order to compensate for my disability I feel a M.B.A. degree would afford me an opportunity to enter my chosen profession. This coupled with my medical condition still present and inability to stand or walk for prolonged periods caused me to quit my job as an investigator and seek to use the remaining portion of V.A. Rehab. (undergraduate work completed in two years).

In June 1973, I went to the V.A. in with a note from my treating physician. I was told to fill out forms and received no counseling. I quit my job and began graduate studies in Sept 1973. Since then I have received no benefits (V.A. Rehab or G.I. Bill). Once again I am near personal bankruptcy. When I complained I was sent to a Psychologist. He told me if I had a B.A. in sociology he could justify a master degree but he felt I didn't need a masters. In the interim I was advised to apply for a increase in disability. Which I did. Now I must wait about three to four months for an appointment. If an increase is granted I will receive Rehab if not, G.I. Bill.

As far as I am concerned, the V.A. is made up of the most heartless bastards I have ever met. This is the general concensus of opinions I have received from other vets. I hope anyone who reads this short letter never has to know the human indignity with which a veteran is treated. Although they are prompt with filling out the time allocation sheets, they do not reflect the wasted hours and days waiting to see a V.A. employee. I dread the thought of going to the V.A., it makes me sick to my stomach. The cold callous attitudes of the personnel makes you feel like a parasite to be stepped on. I am thankful I can pay for my own medical expenses. I would rather lay in the gutter and die before going to a V.A. Hospital.

We Viet-Vets do not want handouts, pity or something for nothing. We would like to have our G.I. Bill of Rights enforced to compensate us for our sacrifices. What do you think will become of the thousands of Viet-Vets who have been treated so shamefully by the people and government? I consider myself lucky. Would you have the courage to ask us to serve again? Please help us.

Age: 28 Combined Disability Rating: 20% Education: Some College

Dear Dr. Wilson,

I was discharged from the service in 1969 because of an injury I got while on active duty. I had a seizure due to a smashed head I got.

When I started looking for work I lost a few jobs because I told the company doctors the reason I was discharged. Both the jobs I lost were in large department stores. They didn't give me any good reason for not hiring me, they just said they couldn't.

The job I have now, and have had for almost four years, I had no problem getting. The boss knew about my disability but was willing to give me a chance. I really like the job and I'm glad they gave me a chance.

It's a real bummer being turned down for a job when you've just got finished giving up some of the best years of your youth in the military. It doesn't seem fair when you know you can do a job but some guy won't give you a chance because he's more worried about a law suit.

I really hope I have been of some help to you and your study.

Sincerely,

Age: 30   Combined Disability Rating: 20%   Education: High School Graduate

Sir

This is a little more about my job hunting experiences. As I said in the questionnaire I received hardly any help in locating a job from the veterans administration and not too much more from my state employment office. The veterans administration sent me to answer an ad for a job but when I got there I found that it was a vacant lot with no buildings or businesses for at least another block, and they haven't told me yet of any educational opportunities offered by the V.A., the G.I. bill or any thing else. When you ask one of the counselors at the V.A. about benefits they usually tell you they don't know of any thing. They were supposed to have a special counseling program which they announced on the radio but when I went to the office where this service was supposed to be it was locked and when I asked someone about it they didn't know anything about it. As for my state employment office they gave me a little more help. They gave me an aptitude test and I was told that I did excellent on this test but they couldn't find me a job in the field in which they told me I might be most qualified. They also told me about some schools and training that I could go into. I tried to get a grant or financial assistance to attend a physical therapy assistance class but by the time my application was okayed the class was already about four weeks gone, and to add to that, while I was trying to enroll in the class and get all my paper work ready I had to go back and spend two weeks in the reserves. This all may sound unfortunate but it's true. I have tried to find a job to match my skills and abilities but with no luck. I have even passed the postal exam 3 times, 2 times before going to the service and once since I have been out but no luck there either. I hope this information will help you because I know a lot of other veterans are having the same problems.

Thank You Very Much

Age: 31   Combined Disability Rating: 20%   Education: College Graduate

December 2, 1973

Gentlemen:

I have had only one real let down in my job searching experiences since leaving the Air Force, and ironically enough it was with an agency of the Federal government.

I applied for a position as an Air Traffic Control Specialist with the Federal Aviation Agency. My written test score was quite high (over 100 after receiving the 10 extra points given for my service-connected disability) and I had four years of experience as a rated navigator in the U.S. Air Force. But I was not hired because of my disability. It seems rather useless to me for them to give a man 10 extra points on an exam because he has a disability and then not hire him because of that same disability.

My disability is not of a serious nature. I tore some cartilage and ligaments in my right knee two years ago, and although it still causes some slight discomfort now and then it certainly would not interfere with my ability to perform such a sedentary job as that of an Air Traffic Controller.

The thing that really bothered me was that the FAA never examined my knee at all. They based their decision solely on my military medical records, which by that time were partly close to two years old. It gave me the impression that they have a policy to simply not hire vets with service-connected disabilities and the extra ten points given us on the written exam is simply double talk.

Thank you for your attention.

Respectfully yours,

Age: 46   Combined Disability Rating: 20%   Education: Some College

Dear Sir,

Since I am retired and have only a slight disability, I don't feel that your questionnaire applies to me as it would to some younger veteran. However, I may be able to contribute by relating my experience in seeking jobs since I retired. This experience has proved, beyond any doubt, that the disabled veteran has received damn little consideration for preference on good jobs of any type from any employer. I know there are exceptions, but the majority of the exceptions did not get the jobs based on disability preference and in many cases they did not get the jobs because of experience. Dirty politics, nepotism, minority considerations, and the military-defense contractor buddy system account for most of the good jobs in this category. I mention this because they should be excluded from any evaluation which shows that they were given preference for the job based on service-connected disability.

I will relate my experiences with four areas to prove the statement that I made in the above paragraph.

1. Industrial and Private Employers: Based on four application subsequent interviews, the fact that I was a disabled veteran was never mentioned, except on each application form a space was provided to show military status. Not once during any interview was I told or shown that I would receive consideration as a disabled veteran. My disability did create some interest when I applied for the job that I have now, but it wasn't to show consideration in employment. The interest was shown by the firm's medical department to determine the extent of my disability and whether or not I was physically able to perform the job.

2. Service Organization:
I have attended several meetings at various times with the American veterans and I have never heard a group or individual discussion concerning a program to assist the disabled veteran in securing a good job. Occasionally, you will see a commercial on television asking people to hire a veteran. Whether they are paid for by these service organizations or whether they are public service announcements, I don't know. One thing I do know, it is wasted money or effort whichever the case may be. A few personal contacts by some of these members with local business men on behalf of the veteran would be much more effective.

3. Federal Agencies:
My experience with federal agencies has only been with the U.S.Postal Service and the U.S. Civil Service Commission.
The U.S. Postal Service gives the disabled veteran a definite advantage in its hiring policy in that he is placed in a top category where he only competes with other disabled veterans on a competitive examination. Although this is a definite advantage in getting a job, it offers damn little advantage for the future because, once hired, the

veteran is given credit for wartime military service for retirement purposes, but it doesn't give seniority for that time. So the non-vet who spent his time clerking in the Post office while the disabled veteran was being wounded in defense of his country has seniority and thus all of the benefits of that seniority in job preference, job classification and retention over the disabled veteran. I planned, prepared and got a job with the Postal Service soon after I retired. After 18 months of employment, I quit the Postal Service because I was being reduced from 40 to 26 hours per week so that a non-veteran who had one year less seniority than I had could also get 26 hours a week. The postmaster used the excuse that re-organization and reclassification forced him to make that decision. I appealed to the union, but they seemed disinterested. I guess they would rather have two members paying dues than one.

The United States Civil Service Commission could do more in placing the disabled veteran in a good job commensurate with his training and ability because civil service and military jobs are so closely related. The civil service commission obviously disagrees with that statement and the proof can be found in the evaluations they give most disabled veterans. The evaluations are so low that adding ten points still places the veteran in a not qualified category except for degrading positions. For example, I spent twenty years in military service. In those twenty years, I know that I acquired the ability to perform efficiently at a GS 11 or 12 position in the maintenance or supply field. As a student (app. 4000 academic hours in service schools), as an instructor (3 years), as an electronic technician, and as a maintenance supervisor, I gained a educational and experience background that equals or exceeds many individuals in the GS 11 and 12 positions. I sent an application to the Civil Service Commission as soon as I retired and they gave me a numerical score of 84 for a G.S. 5 rating. I appealed the low rating, but I failed to convince them that the rating was too low so I asked to be removed from the list of eligibles. Later, realizing that the low rating could be my fault, for not being specific and detailed on my experience, I corrected the problem and asked for another rating and re-instatement on the list of eligibiles. I received the same rating except that they did add the extra 5 points for the disability to the numerical score. On November 13, 1973, I received an enquiry from the regional office in this area and was instructed to fill out a S.F. 171 and the supplemental questionnaire and return both completed forms by November 14,1973. The enquiry was dated and mailed on Friday from the regional office, but I didn't receive them until the following Tuesday, which only gave me one day to complete the forms when I should have had five days. I went to the Civilian Personnel office at arsenal and asked if they would call and get an extension on the Nov. 14th deadline. During this conversation, I was assured that I would receive proper consideration, but that I should mail the application as soon as possible. I mailed the applications later that same day. However, before I left the office and during the same conversation with the same person, I was told and shown that a list of eligibles had already been received from the regional office on November 8, 1973 for the announcement to fill vacancies open for electronic technicians. Notice that a list of eligibles was sent to Arsenal from the Regional office one day prior to my being notified that vacancies existed. My present status is that they evaluated the application and I have received the evaluation. I will probably not hear from the Civil Service Commission again until one day after they have mailed another list of eligibles to fill other vacancies. The main point that I am trying to make clear is that if they can ignore someone with my experience then what chance does an inexperienced disabled veteran have with this organization.

4. State Employment Offices:
After three trips to state employment offices where I enquired about jobs and training programs and having discussions with the Veteran's advisor, I am firmly convinced that few, if any, disabled veterans are ever offered more than consolation. The veteran's advisor was totally indifferent and didn't appear to be too interested even in his own job. He did not suggest any programs for training and certainly did not have available information to offer job referrals. If he had just given me a list of places in the area that use my particular skill, I would have been impressed.

5. Veterans Administration:
Everytime I visit a Veterans Administration office, I leave that office mad at the world because I can't understand why the Veterans Administration isn't more selective in choosing people as the V.A. representatives. The one organization responsible for the veteran receiving the attention he deserves is staffed with a bunch of irresponsible old goats who are so busy playing politics and trying to enhance their positions that a veteran is lucky just to get enough information to file an application for benefits assured by law. A clerk typist to fill out forms and forward to the V.A. could replace, quite effectively, the V.A. representatives that I have met.

Doctor Wilson, if you are to find the answers as to how the disabled veteran specifically, and the veteran in general, is treated you will have to dig deep, ignore statistics, and ask penetrating questions of those who claim to show preference to the veteran for good jobs. On the surface, their statistics will undoubtedly be very impressive, but close scrutiny by a trained investigator who is interested in obtaining the facts will prove their statistics to be a lot less impressive, provided the investigator has access to all information.

In conclusion, I will say this, "The Federal, State, and Local governments have failed miserably, in showing the Veteran any consideration for his service to this country." I spent twenty years ready to defend a system of Government which I considered to be the fairest and most equitable type of Government in the world. It seemed that it was worth defending even at the cost of one's life if necessary. Perhaps it would have been better if I had died while my ideals and loyalty were high and I wouldn't have been required to endure the disgusting situation that exists in this country today. By any standard, the veteran and particularly the retired veteran, disabled or not, is treated as a second-rate citzen and receives less consideration for good jobs than non-veteran, and other minority groups.

You probably weren't interested in my personal opinion, but I thought I would get a few things off my chest. The average veteran in this country probably knows exactly how President Nixon feels, "Serve with pride and distinction and you will be rewarded with the shaft."

For the thousands of disabled veterans in this country, I sincerely hope that you are able to make some recommendations to establish a program that will prove to these veterans that their efforts were not in vain.

Respectfully,

Age: 54 Combined Disability Rating: 20% Education: College Graduate

Sir:

Down thru the years I've held a number of jobs both part and full time. I've never been fired and never refused employment when and where I asked.

I realize there is ethnic and racial discrimination but I feel strongly that any person except the badly disabled can find a job if they want one.

I'll wager you that you can pick any inhabited spot in any state, put me there, and I'll be working in 48 hours. And so would most other people that want to work.

Age: 61 Combined Disability Rating: 20% Education: High School Graduate

Job Hunting Experiences

1. Very Well Qualified - But
2. Cannot use your qualifications
3. Can only pay small amount
4. Too old
5. Won't hire you because your retirement pay - others need job more than you (This from plant guard - never given an opportunity for interview)
6. State Job - Personnel Analyst - took test and was interviewed - will call if needed - notified was taken off eligibility list (too long a time lapsed since test) - 6 months later notified to disregard notice of being taken off disability list - am eligible until mid 1974 - a very unsatisfactory situation
7. Post Office - very uncooperative - made you feel like your being hired would endanger his job
8. Not eligible for unemployment compensation due to amount of retired pay - VA exit interview stated that all retirees are eligible for unemployment compensation and don't be ashamed to take it - no restriction as to amount of retired pay was mentioned
9. Am happy that "Job Placement Center" in was discontinued - only answer received was 2 inquiries whether or not I wanted to invest in gasoline stations
10. Local Unemployment Center could place you as a gas station attendant or part-time security guard

In general a very worried time was had job hunting after being retired after 29 years active duty and although a hand-out was not looked for it is felt that more consideration or help could have been offered to help adjust to a new way of life.

If I had to do it over and know what I do now I would not waste my time going to any local, state or federal agency to find employment. As I said I feel it was a waste of time both mine and theirs.

Age: 24   Combined Disability Rating: 30%   Education: High School Graduate

Dear Sir:

Thank you for your letter and I have thankfully filled out your questionnaire.

To begin my letter, I would like to point out two things about your two quotations that were at the top of your letter. First of all the one the veteran from Kansas wrote: "I feel strongly that any person except the badly disabled can find a job if they want one." Well this is true but the writer forgot to add how much pay or what kind of fruit-picking job he would have to accept in order to be employed. My income for the year of 1973 was twenty two-hundred dollars. Now what kind of a living is that?

Secondly I would like to quote on the other quotation in your letter "The other is the hiring practices." I have experienced, with three big companies, disapproval from them, before even taking a physical, because I was disabled. I was qualified in all other ways for the job, even recommended, but turned down flat on my face when I had to enter a "Yes" on their application when they asked, "are you a disabled Vet."

It's a dirty rotten deal, you know it, I know it, but what can we do about it? I think that employers are just worried about in maybe ten or so years that we would claim reinjury, or something like that, then draw insurance off them the rest of our life. This isn't true, I would even sign a waiver to this, just if I could land a good job.

Well, I could write and complain all day so thank you for listening to my gripes.

Sincerely,

Age: 26 Combined Disability Rating: 30% Education: Some College

11/30/73

I have looked for a job, but haven't found meaningful employment. I have had to quit 3 jobs because of my disability. The second job was with the U.S. Post Office. I was more or less forced to quit this job. I was assigned jobs that aggravated my disability, and threatened for taking a 4 hour period of sick leave caused by my disability, which a few days later I was admitted to the hospital for treatment. (10 days)

I'm in school at present, but I will be forced to quit soon, because of money problems. The amount of money received each month will not cover half my expenses with the rising cost of living.

It seems to me that the country is grateful when doing a service for it, but forgetful after you become disabled because of that service.

Age: 37 Combined Disability Rating: 30% Education: College Graduate

December 1, 1973

Dr. T. R. Wilson
Director, Project Enable

Dear Sir:

Finally! Someone is finding out about how the companies and industries, while taking profits from defense and war contracts, refuse to employ veterans disabled in the defense of their country. Please permit me to qualify this statement. You are aware, I am sure, of the practice of large firms to purchase insurance for their employees on hospital, sickness, etc. The insurance companies price this insurance based upon the health of the employees at the point of coverage. In other words, they set minimum health standards. If an individual, veteran or not, has an illness or affliction on the insurance company list of no-nos, that individual is not hired--even if the hiring manager wants him. The largeness of some firms prevents the hiring manager from changing a policy at his level. Of course, higher up the ladder, the rules are relaxed and permit the company to braodcast that, yes they do hire the handicapped & disabled.

The only way I could find a job was to withhold the fact of my illness (Ulcerative Colitis) which was the cause of my medical retirement from the Air Force where I was a officer & pilot. I realize that the withdrawal of six firm job offers, after the fact became known, could be coincidence, but the statistics are in favor of that conclusion.

I recommend that legislation favoring the veteran be passed that:

No employer establish physical requirements other than are required to perform a physical function on the job.

No employer refuse employment to veterans for any physical disability or disease which does not affect his ability to perform the job for which he is otherwise qualified,

No insurance company in the process of providing insurance to other companies shall establish physical criteria which are all exclusive,regardless of the job particulars.

Penalties for violation should require jail sentences of up to 2 years for the Chief Operating Officer of the company.

If your data finds significant cases similar to mine I expect that you & your staff will include recommendations similar to these in your final report.

Age: 38   Combined Disability Rating: 30%   Education: College Graduate

December 4, 1973

The disabled person in this country has two handicaps. One is his or her physical disability, the other is the hiring practices.

I spent two years looking for work without any success. I only applied for jobs that I could perform without any special consideration.

On more than one occasion I was told I had the job and to report for work at a certain time! After the interviewer (I was seated and tested by a secretary) saw me limp my way out, I would receive a phone call saying they had decided not to hire me.

I attended college and got a degree. Again, I started looking for work. The job I took and now have is the only one I could find. I was making more money 10 years ago.

Respectfully,

Age: 50   Combined Disability Rating: 30%   Education: High School Graduate

January 9, 1974

Dear Sir:

This letter has nothing to do with your questionnaire, but I found out by talking to different employers after I stated that I was retired from the service and receiving a monthly check, that they wanted the benefit of my experience and knowledge but did not wish to pay me for them. Each made the statement that being retired I didn't need much pay and that I could get by with less.

I feel that someone should check with others to see if they are encountering the same problems.

Sincerely yours,

Age: 21 Combined Disability Rating: 40% Education: High School Graduate

Dec. 4, 1973

Sirs:

I'm sorry I don't have proper paper or pen to write this but hope it will serve its purpose. When I first came home from service I was scared and afraid of not getting a job so I went back to the job I had while in high school. It was a good steady job but nowhere to go and not enough money or benefits, which are so very important. Even though I'm so young, the benefits are one of the most important things to me, (insurance, retirement). I got letters in mail but I needed someone to talk to about a job, not just read some words on paper, I was so mixed up and I'm not saying everyone that comes home is like that but I'd say half of them are. I could have made it in school and there were a few things I would have liked to try. I received many letters telling me to go here and there but like I said letters don't get it; a person needs someone to talk to. I hope this letter helps you out. Thank you very much.

Sincerely,

Age: 26 Combined Disability Rating: 40% Education: High School Graduate

Dear Sir

I believe every veteran whether disabled or not should be given some kind of counseling before leaving the service, I myself was not and I had to fight hard to get this present job. Most jobs available to us are low paying and not worth seeking especially when you have a family. Granted there are a few who just don't care but believe me there are more who do. We gave all we knew how for our country and I don't mean our country owes us in return but at least some recognition for what we went thru and saw.

This questionnaire is great as long as something comes of it. Most of these things end up in some dead file (Case Closed.)

Please try and help some of the Veterans not as fortunate as myself.

Thank you

Age: 27   Combined Disability Rating: 40%

I have been to Vietnam. I stepped on a land mine, and have the two great toes and part of left foot missing. Also, part of calf on right leg is missing.

After returning from Vietnam I was stationed at . The doctors there wouldn't doctor me at first. They just laughed when I said it hurt. I have had two pairs of boots cut off because my foot swells, sometimes.

I tried a job on a survey crew. But, foot gave me trouble. Doctors in V.A. Hospital told me to give up the survey crew or else I may never walk in my old age. Then I tried shipyard but can't wear steel-toed shoes. V.A. won't make me any shoes.

Working gas stations makes my foot swell. Tried working for a dredging company on a tug but slipped and fell, hurt my back, because of my foot.

I was discharged in October 1969. From then until now December 1973 I have had 13 jobs.

The V.A. won't raise my monthly check over 40%--$106.00 mo. I have been trying to get a raise. I even went to a private foot doctor. That only got it raised from 20% to 40%.

Age: 27   Combined Disability Rating: 40%   Education: Some College

February 21, 1974

Dear Dr. Wilson:

I wish to comment on some of the problems I have encountered as a disabled veteran, attempting to find employment, and a career.

Prior to being released from active duty I was advised by a Naval Physician that I would probably receive a Medical Discharge from the U. S. Marine Corps. He said it would be because of the many problems affecting my health. I did not press the issue because I wanted to become a State Police Officer, and knew I couldn't become one if I received a Medical Discharge. No Doctor recommended that I be medically discharged.

One week prior to my Honorable Release from active duty I received a "readjustment lecture", informing me of my benefits under the G.I. Bill. The Veterans Administration seemed especially anxious to help

I was rejected entry into 2 State Police Departments "only" because of my unrated disabilities. I was rejected for employment by other potential employers. In addition, I was forced to resign from a City Police Department. The reason: I was hospitalized with pneumonia and while a patient, required treatment for recurring health problems I had in the Marine Corps. I was forced to accept what employment I could find on my own.

On more than one occasion I asked for help from the Veterans Administration and was refused any help. I finally obtained the assistance of the American Legion in processing a claim for a disability rating. The Veterans Administration did not appear one bit anxious to help me. I was advised by the V.A. that I was entitled to Government Insurance.

It became apparent to me that I needed training if I wanted to gain suitable employment. I applied for application to a 2 year college, was tested, and accepted under the G.I. Bill. Later, I received a notice from the V.A. that I had to take a battery of I. Q. and interest tests. I was then told I was eligible for Vocational Rehabilitation after I had enrolled in a course of study. I was advised that my objective would be "Architect", after graduating from a college with a B.S. degree. I was not informed that there is no college in this State that offers a degree in Architecture. I have received only the bare minimum required from the V.A. by Law. I feel that I have to fight for everything I get, harder than the average person. It is a real struggle to survive.

I took the enlistment physical examination for entry into the Marine Corps twice. The first time I was determined to be 4-F. The recruiter advised me I would have to wait 6 months before I could be reexamined again. However, he arranged to have me examined 3 months later, (he said he had made a deal with the doctor). I didn't receive an examination. The appropriate officials only signed their names to the medical documents and declared that I was physically fit. I was really "Gung-Ho".

At the present, some of the doctors I see are threatening to turn the bills out for collection because the Veterans Administration will not answer their requests for payment. The V.A. had previously agreed to pay those bills.

I am very bitter. I've talked to the V.A., the State Labor Department, the U.S. Labor Department, The Social Security Administration, and about a dozen other government departments seeking help. I've received promises from one end to the other and no positive help.

I certainly hope the survey you are conducting will help some of us Disabled Veterans. There are many veterans with the same problems I face; future uncertain; but still trying.

Does anybody really give a damn, or is our problems just a "good cause" to discuss? We delivered when called upon to do our "duty", now we are asking your help.

P.S. A Veterans Administration Representative told me that the V.A. had absolutely nothing to do with your survey and he knew nothing about. In fact, he cautioned me about answering the questionnaire.

Sincerely,

Age: 28 Combined Disability Rating: 40% Education: High School Graduate

December 4, 1973

Sirs:

In reference to question #37 of the questionnaire, I an scheduled to take the patrolman's test for the City of on December 15 of this year. I feel that if all goes well with the test and physical examinations I will be disqualified because of my disability.

I am now a police administrative Aide and performing the job as a patrolman but being paid half the salary. I have passed my probation period without question but do not fully understand why I may be deprived of the right of becoming a patrolman because of this disability. There are many questions I have concerning the disability (so-called). The Veterans Administration seems to only see the fixed price or percentage rate and leave it at that. Meanwhile my chances of buying a home, driving, and someday having a family to support properly seem nil. The percentage may be cut at any time. I have no guarantee at what per cent I will have next year. It has been dropped from 50% to 30% but only with the help of a congressman was it raised to 40%.

My disability was diagnosed as a seizure disorder well controlled on Medication. This was given to me by a doctor in Germany over six years ago.----Is this what I have to look forward to for the rest of my life? It is very discouraging and the many questions still unanswered not only for myself but for all the veterans of the Viet Nam era. It seems the outlook of this society is just give them a check and everything will be alright.

Well, after six years every thing isn't alright. Is there any way for me to try to make a better life for myself in the City of ? Can anything be done for me as far as becoming a Patrolman? I am open to any suggestions available that you may know of.

This test for the patrolman is stated as being for Minority Group advancement. I think the Veteran of Viet Nam Era is a most qualified Minority Group. Worthy of all help that can be given.

Thank You for your interest.

Age: 47   Combined Disability Rating: 40%   Education: College Graduate

1 December 1973

Dear Dr. Wilson:

In regard to the questionnaire at hand, you might be interested in some of my experiences with the Veterans Administration related to the use of educational benefits.

I found aspects of the VA program to be non-receptive to specific and individual problems not covered in general by VA procedures.

When I retired from the service I already knew my plans and had set up my goals and a program to reach them. Still, I had to travel overnight to a VA Center for required testing and counseling designed to determine whether I possessed the traits and aptitudes for the educational and work area I had chosen. The results confirmed my selections and I considered the procedure a waste of government money, time, and effort.

I continued my graduate program under the VA Rehabilitation Program until I needed one course to complete degree requirements. The fact that I needed but the one course and 3 credit hours under my program led to disapproval of benefits under the VA Vocational Rehabilitation Program. I had to switch over to the regular "GI Bill" benefits. This procedure appeared illogical and a decided waste of time.

It seems to me that VA rules and operating procedures should, at times, be flexible enough to allow for the meeting of individual problem characteristics so long as the overall plan or goal is met.

Age: 53   Combined Disability Rating: 40%   Education: College Graduate

17 Feb 74

Dear Dr. Wilson,

I regret delay in responding to your request for data, Project ENABLE. Actually, I completed the first questionnaire, but, now in receipt of a third copy, I still have not sent it in because I feel it would be erroneous without supplement. It does not fit my case (and others). For example I am in school but am still looking for employment. With latter, I would probably not have gone back to school.

My experience in seeking work reflects on my background,--including lack of preparation for post-service employment. How much any of my disabilities affect my finding and keeping a job, I don't know, but to date believe the disabilities have no direct or overt affect although they may be a greater factor psychologically than I am aware. I had never been unemployed and could not conceive of my being in such a position. When I left service 20 months ago, with some 30 years service, a Colonel with a history of responsible assignments, with several college degrees, and past civilian employment as an elementary school teacher, school principal, forester, research technician, laborer, truck-driver, etc., and an interest and hobby in financial planning (estates, insurance, securities, etc.), I planned (fantasied?) holding down three full-time jobs concurrently: rancher/farmer-educator-insurance/funds agent. My problem though was that I spent all of my in-service time oriented solely on service needs. I made no concrete preparations for post service work other than to "plan" to be fully employed. (With 8 dependents I knew I had no other choice; even with no dependents I would have a compulsion to perform constructive labor). I was "employed" the day of discharge, an agent/trainee, first-class Life Insurance Company. But during the next three months of zero income all I proved was what I already suspected. My exceptional knowledge of estate planning and insurance did not translate into sales which require ethics and techniques alien to me. I resigned and actively sought employment, going to a number of public employment offices in   and   Counties, studying ads, and making one or two visits to the local VA office. I took written exams for both county and state civil service positions. I visited community college and high school and adult education centers, presenting my "papers" showing some 14 years of college and more than 7 years teaching experience. In January I enrolled in a Ph. D. program; The same month I became a part-time, temporary instructor in a PREP (high school) program. (I was RIFfed 5 months later in the face of cost-cutting and falling enrollment.) Passing high on county exam, after 6 months' wait I became, in July, a permanent deputy probation officer in a juvenile institution. I resigned within three months after clear indications that there was no mutual accord between me and my rating supervisors.

(My position, though "permanent," was for six months probationary.) Since September, I have been, again, unemployed.

I find the psychological effects of unemployment traumatic, but I find the effects of "failure" even greater. And I look upon the three jobs I have had since retirement as failures by me. Thus I am caught between the drive to be employed in any capacity including unskilled labor or security guard at $1.65 an hour and the fear of again proving inadequate.

It occurs to me that a major part of the problem is that many of us who gave all of our time to the service do not know what we could and should do in civil life. I am habituated to accepting any assignment, qualifying myself for it, and accomplishing it. Now, outside, I find that I can and do rationalize a potential capability to do almost any kind of work and, developing an interest in same, find a problem in really identifying that work for which I am suited.

Where was the counselling? Colonels' needs for disinterested counselling are just as great as privates' needs, when they are generalists who have not prepared for post-service living. At the VA office, I was told that it was harder to find jobs for officers and the educated than for the enlisted grades and the less educated. At the county employment office, a casual superficial interview resulted in the interviewer's conclusion that I was best (solely?) qualified to be an administrative assistant in some office, notwithstanding a career in which I studiously avoided office-type assignments. She did not even elicit the information that I speak Spanish as well as Japanese and with teaching experience, wanted a job in bilingual education (San Diego area has great need for expanded bilingual ed.)

Although 40 percent disabled, my disabilities affect my comfort more than my performance. I run cross-country up to ten miles at a time; I accommodate easily to high and low temperatures extremes(tropics and and arctic.) I left service as an active parachutist. I work up to 18 hours a day when employed, so have physical stamina. None of my employers has complained of physical short-fall; in fact, physically I still excel. Once a correspondent for five newspapers, I also receive no complaint on written work or reports. Neither have there been complaints re enthusiasm, educational (teaching) competence, or counselling effectiveness. There have been embarrassments when my charges (students or juvenile counselees) discover my language capacity (Spanish and Japanese), education, and "romantic" background ("Green Beret") and chide my supervisor personnel with their less glamorous past. I have found that my middle-rank "bosses" are awkward in my presence notwithstanding my efforts to maintain a low profile and minimize my past.

In short, for mental and physical health I look for a job in the outdoors where I would be both physically and mentally taxed. I like remote and primitive areas and I like working with other cultures and minority groups. I am considering and watching for such type work overseas or in America's hinterland. Unfortunately the jobs which my education prepared me for (four years graduate work in Asian Studies - Japanese) and my military experience (parachute, Special Forces, and advisory work with other cultures - Filipino, Japanese, Korean, Vietnamese, and Panamanian) are principally Federal and hence affected by the dual comp restrictions on retired regulars. I find the physically restricting and financially binding work of graduate studies such that I contemplate taking leave of absence after completing my fifth quarter next month, using my time thereafter in some kind of full-time work in the U.S. or abroad.

Now, with potentially 15 to 25 years of productivity ahead of me, I pursue employment without knowing really what I want and what is available. And without a concrete goal, even in graduate work I am caught, being unable to select a practical area for research which has significance to present or future occupation.

This I type in haste since I depart tomorrow for Northern California for a week or so. But it may serve to give some indication of the situation with some veterans whose disability may include their having remained in service past the point of no return, yet who leave service while still in their physical and mental prime.

Your project sounds interesting. From my personal experience it appears to offer, itself, opportunity for a Ph. D. thesis or two.

Sincerely yours,

Age: 25 Combined Disability Rating: 50% Education: High School Graduate

Dear Mr. Wilson:

In reference to the two quotations on the front of your questionnaire. I feel they both have a point. In reference to the Kansas letter, he is right. If you look hard enough, you can find a job of some kind. Perhaps pumping gas, or working on a garbage truck for maybe $1.75 per hour or if you are lucky $2.00 per hour. As stated in this quotation this is a job, BUT, with today's inflated prices on everything, and I do mean everything, food, clothes, rent, insurance, just to name a few of the basics, $2.00 per hr. doesn't go very far. A single man living with his parents could scratch by on these wages, if he did without a few of the modern luxuries and didn't have to pay room and board. But for a married man with children, FORGET IT!! Every time you get a dollar saved and you think you may get ahead someday, the wife gets sick or one of the kids get sick and bang! Another 3 or 4 thousand in the hole.

Of course the answer to this problem is to better your education and get a job that pays decent. If I remember correctly, the last time that I checked into this I could get $180.00 a month for going to school full time. I know that this figure is not entirely accurate, but it is pretty darn close. At any rate, this certainly is not enough to support a family on, even for just a year or two. I tried to find a night job to get by on, but the ONLY thing available was a underpaying overworking factory, and I can't stand on my leg for 8 hours at a time, it just won't take it.

Well, I finally just scratched the whole idea of trying to go back to school. Then one day a man from Schools Inc. of Illinois called upon me at home. He sold me on the idea of a home study course. Well all was going well, it was a good course and something I was already pretty good at, Auto Mechanics. Then I got a chance to take a job that paid good money, driving a truck. Well I took the job and now I'm on the road all the time trying to make a living for my family, and now the school is about ready to kick me out because I don't have time to study. So you see I'm right back where I started, too busy trying to make a living today to worry about bettering myself tomorrow!

I guess the real point I want to make is, sure, there are jobs available. But one person should not condemn another for not accepting any certain job, because who are we to know what the other man's needs are, financially, or possibly because of a disability.

Now, in reference to quotation #2 from Missouri, I believe he also has a point. I believe that the job market is so flooded with unemployed people seeking work, that when an employer finds a disabled veteran who needs a little special consideration, such as an extra break period or whatever, he thinks, "Why bother when I have 5 or maybe 10 more people applying for this job who are not disabled and therefore don't need this special consideration." Understand I'm not saying this is the case all of the time, but I do know that it has happened. Somehow I can't bring myself to blame the employer entirely, although this practice is definitely not fair to the disabled veteran.

I could ramble on and on but I think you have a pretty good picture of my feelings on this by now. I only hope your organization can find a way to help us a little more. The VA, DAV, and all of these organizations are doing a great job, but are greatly outnumbered. I mean that each counselor has to try to cover so many cases that he can't possibly get as involved as he would like to, so keep up the good work. We, and the counselors need all the help we can get.

Sincerely,

Age: 25 Combined Disability Rating: 50% Education: High School Graduate

I wish to state at the outset that I don't think the world owes me a living, but it could let me make one!

First of all please excuse the paper. This program is one of the finest I've encountered since my discharge from the Army. Here are a few prime examples of my efforts as a productive civilian.

Presently, I am employed at the police department as a night receptionist. The exam for police patrolman in this area was given Oct. 13th. I took the exam and am awaiting results. The Chief of Police in this city is a fine, intelligent man. His name is . He, I think, is hoping I attain my goal in being a patrolman. Yesterday, Dec. 3rd he informed me of an opening as dispatcher. Also he explained E.E.A. to me.

I went through the proper channels. I was turned down because I already have a job at the police dept. My average is 16 hours per week, the maximum is 24. This is at $2.00 per hour. It was explained to me by the Ombudsman that if I had a part time job with the same pay & hours at any other concern, other than the P.D., I would have gotten the job. However, my present pay is from the city, not the E.E.A. This to me represents none other than Bureaucratic B.S. I have a wife & child, I go to college part time and I am 50% disabled. I am by no means well off. I try to advance to a job that I am qualified for and I'm turned down before the ink is dry on my application.

I had a good paying job with the Co, prior to the P.D. and college. The foreman and the warehouse superintendent to this day will say I was an excellent worker. Out of 3 months I spent one month in the hospital for a service connected disability. Upon my return I caught a severe cold and missed two more days, after being told to go home by the boss!

On my return I was let go due to health reasons as the superintendent put it. I wasn't in the union yet, so adios.

Housing is another major problem. I have my check sent to the bank every month and I have almost crawled out of debt. The bank says one third down for a home, the G.I. or V.A. mortgage says you must be employed by the same firm for one year & have other qualifications, most that are reasonable. I offered to assign my check to the bank with a document, notarized, and pay full interest plus 10% down for a 12 to 15 thousand dollar home and was flatly denied.

Possibly I have acquired a lethargic attitude. I do know I didn't have it before the Service. All in all, I can't get the job that I am interested in, qualified for and recommended for. Also I cannot get a decent home for my family for a period of time longer than I wish to imagine. Who do I tell thank you very much?

Age: 26 Combined Disability Rating: 50% Education: Some College

Dear Sirs:

It is extremely difficult to write on this subject and not allow frustration to run rampant through its contents.

While in the Air Force I was trained in AUTO-TRACK RADAR AND COMPUTER MAINTENANCE. I traveled extensively in pursuit of this vocation and it was during this travel that I received the injuries which resulted in the amputation of my left leg below the knee.

Upon release from the hospital I immediately found the means to obtain my first class FCC license so that I could obtain employment. I did get work but as an announcer and not as an engineer, which position I had originally applied for. Luckily the old Irish gift of gab sufficed in this capacity.

I later went into management at another station. After a year I was offered a position with Institute to instruct electronics and broadcasting. A nationwide layoff caught me three months later. When applying for more work I found in industry my leg precluded employment because of employee insurance restrictions. I was over qualified for the broadcast industry. I'd been a manager at 24. Too much threat to the boss I suppose. And when I did find other work, as police dispatcher, I was let go so I could seek employment in electronics where I belonged. Despite the fact that I didn't wish to quit the police departments, they thought it best that my knowledge be applied elsewhere.

I went to school just so I could eat. I was refused admittance to any electronic classes because they weren't equipped to handle anyone with my level of training. I was forced to take things that had no relation to my present skills. After a time lethargy set in and I would look for work only to find nothing and go back to school.

The uncertainty of my financial status and the resultant mental attitudes cost me two wives and a trip through bankruptcy court.

I sought and received psychiatric help from my county mental health clinic. But short of self commitment I see no help in this direction either.

After talking with several other vets I found they had encountered basically the same attitudes. Electronics is my field so it is concerning this that I speak.

The vets that were trained in ground radio repair always find work at TV shops and the like. But those trained in radar, high frequency, high powered, and pulse modulated gear, microwave tropo-scatter communications and the like can find no job.

There is no civilian equivalent to their jobs. Those vets trained in super-secret electronics always find work in defense plants providing they aren't disabled.

And concerning all the propaganda on the radio about "HIRE THE VET, ITS GOOD BUSINESS," it sounds great. But as for adjusting the psychological attitudes of employers to accepting a disabled vet, I have to say it is totally ineffective.

I sincerely wish you all possible luck with your endeavor. I hope cases like mine are the exception and not the rule. I hope your project reaches completion in time to keep this from happening to some other poor slob. It tends to be somewhat demoralizing. Thank you for your interest and kind attention to this letter.

Sincerely,

Age: 27 Combined Disability Rating: 50% Education: Some College

Additional comment: Note: As a result of my putting an ad in the , I was offered dozens of jobs or more, quickly. Some good, some not so good. But I took this job my Dad got me through a friend of his as it was better working conditions for me and my problem - no pressure - not a great deal of supervision - on my own. The ad read as follows:

> "Hard working veteran, desires career position with future. Some college, and learns easily. Phone -"

My impression was that people wanted hard workers, young men. The local VA employment office was of little help - one (1) job offered. They didn't seem to have the know-how in obtaining or providing an adequate number of choices, especially when its my entire future that I have to spend on a job.

I personally believe that if I let the ad run 10 days, I could have gotten any kind of job I wanted. I have a 50% disability.

Age: 27 Combined Disability Rating: 50% Education: High School Graduate

1 Dec 73

Gentlemen:

I have been given every assistance by my V.A. Regional office in . I am enrolled in a Professional photography school, where I will graduate this summer. The school does offer a degree, which I will receive. I am under Vocational Rehab.

Seeking a job in photography is difficult, as all good jobs are. I don't think V.A. can be of any assistance in aiding me secure a job. I believe securing a job will depend solely on my personality and portfolio. Since photography supplies aren't made from petroleum stock - I might, hopefully find employment next year.

Age: 33 Combined Disability Rating: 50% Education: College Graduate

December, 4 1973

Dear Dr. T. R. Wilson,

With all due respect and no sarcasm intended, I feel that this subject has been studied to death - to the tune of several million dollars. It's time someone did more than study the subject of hiring the disabled vet. Those millions spent could help the disabled vet while going to school, help feed his family and provide some sort of unemployment grant or benefits until he can find employment.

In my case I started job hunting in October 1972. I graduated in June 1973 and was not employed until August 1973. The only income I had was my 50% compensation. I was not entitled to unemployment benefits or any other meaningful help. My four years in university were ones of hand-to-mouth, month-to-month because my training allowances were not enough to feed my family;therefore my grades suffered because I had to work while I should have studied.

Upon graduation I was referred to the who had just received a contract from the V. A. to help disabled vets find jobs. This was a cruel hoax. I found my own job no thanks to them. In their cover letter they made sure noone would hire me. It was so poorly written and grossly misrepresented that most prospective employers were probably insulted. Of some 40 resumes sent out by them I received no contact at all.

What I conclude the vet needs is:

1. A sound introduction to prospective employers.

2. A list of prospective employers seeking new employees. (Very few employers make room for the man of his choice: either the job is there or it's not.)

3. Financial aid to relocate if neccessary. Most employers will pick accessible employees; those that involve high costs before employment are almost automatically selected out.

4. Prospective employers be educated to the fact that a disabled veteran is fighting for his life not looking for a free ride.

5. All studies on the subject of hiring the disabled vet be consolidated and used not studied further.

6. Job Fairs be eliminated; most are self-serving promotional gimmicks.

7. Employers be required by law to discretely explain why the vet can't be hired.

8. Provide within reason professional counseling for the disabled vet to overcome his hostility toward those employers who will select him out.

9. Provide direct job counseling in the private sector at no expense to the vet. Make sure that the professional counselors don't get rich, that they are in fact respectable before awarding them a contract.

10. Pay private job counselors by the number of vets placed and retained, not just passed through the system. (Don't beat them to death with money; just pay them for doing a good job.)

These are just a few things that may help. Most vets are sick of receiving this type of questionnaire, they just want results. Studies aren't worth anything at all unless you learn from them. Plenty has been learned now see that it's used properly. Please don't allow another study to become self serving to the studier; allow it to serve the vet.

If you want any more help, please don't hesitate to write or call.

Respectfully,

Age: 41 Combined Disability Rating: 50% Education: Some College

Dear Sir,

Thanks for concern. If I may say bluntly what I think about the whole situation, it's this: An employer cannot afford to hire any of us unless, by doing so, he profits. We must earn enough for him by doing the job to enable him to pay our wage, and yet have some left over for himself. In other words, we must be "worth" something to him, and since this is not always the case, I think VA should help the DAV in any way possible to become his own boss. By that, I mean help him with a skill that he can learn, and then help him go into business for himself. He will need money from both (and not either) the GI Bill and Rehabilitation. Families suffer too much while he tries to retrain. Money doesn't go very far these days, and unless he is absolutely free of debt, he cannot support any size family and be a student too. Most of us actually do need private tutors since years have taken their toll, and minds aren't as quick as they were in younger days. I could go on, but I won't. Thanks anyway.

A has been,

Age: 25 Combined Disability Rating: 60% Education: High School Graduate

12/8/73

Dear Sir:

I hope that in writing this it will help you in situations with other veterans with the same problems as me. I have seizures but they are controlled by medicine.

When you apply for a job, in any size town, the minute you mention you have seizures, the employer automatically says, "We don't have an opening right now but we'll call as soon as we do!", you never get that call. You wait and wait but the phone never rings.

Eventually you get wise to this and you never list the seizures on the application form, you never tell anyone, and you hope like hell your medicine doesn't fail you on the job.

What I'm trying to say, I guess, is that employers still have an old fashioned "Idea" about seizures or epilepsy. Insurance companies also have the same outlook on this.

I've even gone so far as to offer to sign a notarized waiver, for the insurance company covering an employer, that if I get hurt on the job that company owes me nothing - they are still afraid of you.

If from this you can help other vets get jobs, who have the same type of disability, then my letter would not have been in vain and it will give me a good feeling to know I helped another vet.

Thank you for taking interest in us. Disabled vets need all the help they can get.

Sincerely,

Age: 25 Combined Disability Rating: 60% Education: Some College

I am nearing graduation from a four year university. One thing which would probably interest you is that I did not know that the V.A. Vocational Rehabilitation program existed until about two months ago. If I had I feel it would have been advantageous to me.

Age: 26 Combined Disability Rating: 60% Education: Some College

Dear Sir:

In response to question 32, I feel that I was expected to work harder and do more to make up for my disability, with no special consideration of the effect that the work would place on my disability. I have also formed the opinion that a disabled person is expected to prove himself to be normal in every aspect of life as a society sees or views a normal person; ie. persons without arms or legs must be judged by others as being as good or equal or to be held in the same worthiness as another person without a disability.

I also believe that businesses discriminate against persons with disabilities, that this might be corrected by a provision being added to the Equal Opportunity Act making it illegal to discriminate against a person seeking employment because he or she is disabled physically. I feel that there is a need for the Federal and State governments to establish an independent agency that would deal with the problems of the disabled, in the areas of physical rehabilitation and adjustments to society. The need to establish better training programs or special schools for professional studies, specifically for the disabled. We need programs that will reestablish a disabled person's position in a normal society! To establish a more effective program of informing the public and business sector of the needs and wants of the disabled person. The need to enact a more widespread promotional program of informing the public, through the use of different medias, the problems that exist and face the disabled person.

As a disabled person I find myself lost at times in this society, without knowing where to turn for help. I have heard that there are programs and agencies that exist in aiding the disabled, but I don't seem to be able to locate these agencies or programs so that I can seek their assistance in readjusting to society and reestablishing a career position. I also find that disabled persons need to be informed as to where they can seek and receive help. Being disabled, we need the reassurance of normality.

I would like to request more information on these problems and a response to this letter would be most appreciated.

Sincerely,

Age: 26 Combined Disability Rating:60% Education: Some College

Dear Sir:

I am writing in reference to your question concerning counseling by the V.A. I was counseled by a V.A. psychologist in Ohio in 1970.

It was an extremely shoddy situation to say the least. The psychologist mailed me a copy of his evaluation of me, a copy going to the V.A. and into my records jacket. His evaluation of me was highly discrediting and, what I consider, unprofessional. In my point of view one of two things hould have happened. Either I should not have received a copy of his interpretation or the V.A. should have hired a better psychologist. I would go with the latter of course.

The main point is that veterans and especially disabled veterans don't need to be informed of their supposed inabilities, mentally or physically. They live with these things - they know. I was told that I possessed an "anger syndrome," whatever that is, that I was intellectually incapable of progression beyond two years of college work (I'd only completed one quarter at the time of this evaluation) and therefore should be motivated to take a two-year degree in para-psychology. The 'doctor' spoke with me for not more than ten minutes. His testing material was very limited and I know he made large inferences from them. He seem to ignore the sociological context of his subject and especially the most recent historical context. I was an Infantry soldier, I was wounded in combat and he expected no signs of aggression, apparently. I think this shows an extremely grave situation; hiring people who are not opened minded to the veteran, who don't wish to take the time to understand. People are conditioned by circumstance - why could he not see that?

As far as counseling - the supposed objective - I received none of that. No evaluation or show of what was open to me, only a psychological testing. The point remaining, if you are counseling, then counsel; if you are doing psychological problems, then do that.

Jobs. I have ceased to explain my disability to employers for I've noted that they have a tendency to misunderstand and, therefore overemphasize your disability which means you aren't hired. I was quite lucky this past summer in getting a job with my brother-in-law's brother. I feel I worked very hard but I'm certain that there were people, on the job, taking up the slack for me. I was wounded by a grenade and lost a lot of muscle fiber just below my left elbow. You don't replace muscle fiber - once it's gone it's gone for good. You build muscle back, not fiber. The radial nerve was severed in the injury. This nerve controls or serves in the lifting of the wrist and extension of the fingers. The Army doctors did a bit of rewiring to make the hand function and it's a true wonder. I've lost strength and dexterity in my left arm and hand.

I want you to understand that people can adapt to their physical disability but the physical assault is something else. I know I don't and I don't think other veterans want the pity of the people. They want understanding.

I don't believe the veteran is as bitter as the media would have us believe. I've been lucky or fortunate in many ways. The local V.A. office in Ohio was nothing short of fantastic. Those people cared; I got everything coming to me that the "system" provided for. That's what we need. And the V.A. people at Ohio University; I was ignorant of the DAV Educational bill. I started school under the G.I. Bill. The people at V.A. at O.U. brought this to my attention and I'm now under that bill going to school. That's what we need.

One of the biggest fears in an Army hospital is that you'll be "farmed out" to a V.A. hospital. There is just no faith in the competance of those hospitals. I was examined at a V.A. hospital in Ohio. You are just a piece of meat to be packaged and punched on. You cannot establish faith in those doctors - they just don't appear competent, not at all. It just seems to me that more care in selection of doctors would aid immensely.

I realize that you're interested in another area than the hospital situation but this situation carries over into all dealings with V.A. If you distrust the hospital complex then counseling is less likely to be one of your objectives.

No one has ever attempted to explain what's open to me with my disability nor was there ever an offer to aid me in finding work. This counseling did not amount to its supposed purpose. I was not counseled. What it did amount to was the question of my educational objective and then the psychologist's evaluation of whether my goal was compatible with my abilities.

I realize the V.A. is a large institution, that it overwhelms the individual. Through this realization I've come to be careful in dealing with them for confusion is a highly likely factor. The main requirement is patience and steadfastness. If you can aid in relieving the confusion I'm sure it would be greatly appreciated.

Thank you for your interest.

Age: 27 Combined Disability Rating: 60% Education: Some College

Dear Sir/s,

This letter does not pertain to the job hunting experiences I've had, but to the quality of counseling one receives after Military service. The counseling is most inadequate in that the VA representatives simply don't tell the veteran anything. In order for the veteran to receive any help or assistance concerning school or training he must first be aware of it himself, for the VA counselors simply don't tell him about what programs are available. The competency of the VA representatives certainly warrants a closer look to better help the veteran, disabled or not.

Thank You

Age: 27 Combined Disability Rating: 60% Education: High School Graduate

Dear Dr. Wilson

In answer to your questionnaire concerning the veteran, I would like to make this comment. I retired from the military 31 June 1966 with 30% disability. I have worked almost continuous since my retirement until about June 1972 at which time my disability became so bad that I was forced to quit work. I have never had problems finding employment when I was able to perform. I only used the state employment office on two occasion during the past eight years and they were helpful each time. I was always fortunate finding employment without help. I became totally disabled about Nov 1972 and have been unable to follow any gainful employment since that time. I don't know how this note or the questionnaire will help anyone, but I hope the information may help in obtaining employment for the disabled veterans.

Sincerely,

Age: 27   Combined Disability Rating: 60%   Education: High School Graduate

December 3, 1973

Dear Sirs:

I am happy to fill out your questionnaire in hopes that it will assist you in helping other veterans. I think your questionnaire should ask about problems immediately after discharge or comments section. I found companies that would not hire me even as a mail boy because their insurance would not allow them to. Major corporations especially. I have the type of wound that heals slowly--abdomen wound--and in the first three years I could not maintain full-time employment. So I went from job to job. I stopped VA assistance for school, because of complicated rules between VA and school.

I learned my present job on the job and the opportunity is unlimited.

I am sorry for misspelled words and speed in which I am writing but I have to get to work.

Respectfully,

Age: 32 Combined Disability Rating: 60% Education: Some College

January 9, 1974

Dear Dr. Wilson,

I would very much like to comment on this form you sent and also tell you of my experience that I had in the application for a job. First I would like to say that, it is a great idea that the V.A. hired you to check into the Veteran and the only way to find out what the Veteran is having problems with, or how he handles his certain situation is the way you are going about it. Secondly, the questionnaire is to a certain point general, you can answer some questions more than once, but a chance for a comment. The next thing I would like to say before I get into my story is that the V.A. has been just great to me in this counselling and their help. Without them and their help I probably would have committed suicide.

Now for my story--
In April 1969 I was released from the service with a service-connected disability. I had had a heart attack while in Vietnam, age 24. Amount of time in service, 8 years. Diagnosis, Arteriosclerotic Heart disease, manifested by Myocardial Infarction, Acute. Sure when I was released with this problem it worried me, because tell how many 24 year old people have heart attachs and live. So I was lucky. I was going on the outside and get a job and live like everyone else did. I had my plans all laid out. When I was released from the Navy in Illinois, I decided to move to Florida and the warm weather, because the doctor said it would be better. So I picked a place that was near a Military facility which, in short terms, Florida. I then decided that I would apply for a job that was closely related to the one that I had in the Navy which was a Heavy Equipment operator, which I knew that no one would hire me, but something that I could be close to in my field. So after being in for a few weeks to feel the city out I went to the Naval base to the Federal Employment, and went thru the books and wrote down the jobs that I thought I would be suited for and wrote them down. To make a long story short, I applied for three jobs, the first two I was turned down for health reasons without any question. One I remember was a policeman on the base. The other I forgot. But the last one was a Motor Vehicle Dispatcher which I did in the Navy for four years. You sit at a desk and dispatch Vehicles out each day. No labor pushing a pencil. I got a letter back from the Main Office in saying that I was qualified for the job, but they would have to have a copy of my medical record so they could send it to Atlanta, GA, to have a qualified Doctor to go over it. So I sent my medical record and was all excited. About three weeks later a letter from Atlanta come turning me down for the job, because of health. I really have to be honest, but it was a shot in the ass and very depressing and really made me realize how people can judge a person without knowing their situation. I

then went to the state and put in applications and sent them off and the same thing happened, except they just turned me down. I went to Corporations in their application you have to pass a complete physical; railroads, Insurance Companies. There are many other reasons they turn you down. One is, "our insurance would not be able to cover you and unless you get insurance you cannot be hired." So I came to the conclusion the only thing is to go to school which I did. I made it thru two year Junior College, 1½ years going to a psychiatrist, which has really brought me out.

Sure, when I started out in this whole thing of looking for a job, I said to myself that I would not lie and let them find out later which an employer would. My heart attack would have come eventually maybe in my late thirties, but thank God for one thing, I found out early and I can do something about it.

Dr. Wilson, I hope I have given you some idea on what one Veteran is going thru or gone thru. I tryed not to get too personal, but I guess I did, but this is what happened, a lot of other things. I have a lot of pride, and I love this country no matter what.

Thank you,

Age: 24   Combined Disability Rating: 70%   Education: Less than 12th grade

I am a 100% disabled veteran who has no feeling at all in my right leg. The VA allows me special adaptive equipment on an automobile I get and they are to reimburse me. They owe me two different sums of money to be sent to me for cars bought by me. One is for $344.95 and the other is for $350.00. These forms have been sitting on Mr. office at the VA hospital in NY in the Orthopedic shop since December 1973 and no measures have been taken to complete these and reimburse me.

My wife called the first week of January 1974 to ask about these forms, and she was told they were in his file on Mr. desk. First of all, I was very disturbed because the VA never notified me that I had to sign one thing only before they could approve it. We didn't have a phone at the time, but they had my wife's parents' phone number and they never called there, and also they knew our address but never tried to contact us by mail.

My wife called the VA again asking them to send the forms to me so I could sign them and return them, but they gave her a hard time telling her someone had to come in, either her or me. She had major surgery about six weeks ago and can't go and I sprained my leg when I fell downstairs outside in the snow. Who is to go? They told my wife these papers would remain unattended until someone came in. When I called after the secretary told me, I had to sign only in one place where I forgot.

We called Congressman office but nothing has been done and with two children we are in desparate need of the money. The 350 dollars was to go to the bank, but it never did as yet so I had to come up with the cash or my credit rating would be jeopardized.

Is there anyone who I can turn to to receive my money? I need it very much and we and we have no way now of going to the VA hospital. We've never had this problem before - we've always received a check in 7 to 10 days.

We had our gas shut off for $142.00 when I was in the hospital this past late summer and my two year old daughter was seriously ill in the hospital for croup in October and no one would help us. It took us six and a half months to pay the bill in full plus $90.00 deposit. Won't anyone help a veteran? My daughter almost died because we have no neighbors and she was unable to find someone to rush my daughter to the hospital in time. The phone company shut off our phone for $62.00 and we had to pay $50.00 to get it turned on, also for the deposit. It seems unfair if you can't work you need a deposit. What is this world coming to?

I didn't receive my permanent disability before and welfare wouldn't help because I received more than $300 monthly. With the disability the government gives, it is almost impossible to survive and catch up with bills which I got behind in before and no one would want partial payment. They even took a few judgments on me when I was in the hospital. Now that I get my permanent disability I can't pay them all at once, but I want to try to pay a little each month, but they tell me my credit is ruined.

Can anyone help me? I don't know where to turn to. Lawyers say file bankruptcy, but that takes money and my credit will still be ruined. What can I do? No one wants to help a veteran. No bank wants to give me a loan and take my check on the first of the month to repay a loan because they say I am a poor credit risk. Is there anyone who can help me please? My wife wrote to the President of the U.S. but we never even received a reply. It seems to me that someone should be willing to help a veteran clear his credit after he served his country in Vietnam and who for the rest of his life will be permanently disabled.

I tried working but because of my condition I could not hold a job and was let go. I don't want my children to grow up thinking their Dad dosn't pay his debts. I want my wife and children to be proud of me, and bankruptcy carries a black mark on your name.

Please answer as soon as possible if there is anyway for someone to help me - a veteran with my problems as indicated. Thank you.

Sincerely,

Age: 26   Combined disability rating: 70%   Education: Less than 12th grade

Dear Sir:

I received your first questionnaire, but didn't fill it out. Upon receiving your second, I believe you are sincere in trying to help me. The reason for my feelings is I have been on a merry-go-round with the VA and got nowhere. I will explain to you now my experiences since I got out of the Marine Corps.

In March, 1970 I was honorably discharged. I went to the State unemployment office where I was told I would receive $46.00 a week. I collected from the middle of April to the first of June when all I got was interviews for going back to the kind of work I did before, pumping gas.

I did not want this but gave in, as the VA gave me some aptitude tests and being a gas jocky since I was 11 years old, my mechanical abilities were highest. All I wanted was to find out another field to go into. Lets just say I got nowhere.

The man I worked for was not being fair in my pay, so I quit around August. In September I went to work for   in their automotive (department). I worked a little over a year making two dollars an hour, putting in way over 48 hours a week. I got stomped on because I'm easy going.

Upon leaving   , I collected unemployment until it ran out. Now I live on my 70% disability, $212.00 a month. I want to work, but not as a grease monkey as I've lost interest in cars and want a job that pays more than two dollars an hour. It was not my work that kept me at this pay raise but the outfit I worked for. When I quit my boss told me I was laid off so I could collect unemployment, which shows I was liked not only by my fellow employees, but by my boss as well.

I'll tell you about my disability now and why I answered question 34 as I did. I want a job but don't know what kind to go into. Something else would mean I'd have to have experience which I don't (have). My disability handicaps me in that I have nerve damage in my right leg. Standing or a very active day gives me a pulsating pain at night. I wear boots for support which holds that pain down when I'm on the move during the day. At night when I remove my boot and sock the pain sets in causing the pain I mentioned.

To work with small objects is very hard as I have no feeling in my right hand, my thumb and two fingers - the reason my writing is very poor. I do like the outdoors and don't like to be shut in. I tried to check into some sort of foresting job but could not get anywhere or find a school which gave these classes.

So here I sit, day in and day out not knowing where to go or who to consult. The VA is out as far as I'm concerned. So please help me. I need someone to sit down and talk to.

Your second questionnaire has me hoping you will help me as a person and not as a number. I'm asking for help and will cooperate in any way I can. If you have no one in to help me I will come to you. Please forgive me, but I believe in being frank. I don't want to sit on my ass the rest of my life.

I'm independent and don't believe in receiving charity. I'm too proud and could have had a medical but I didn't fight for my disability until I was released from the Marine Corps. The reason I didn't want it was because I didn't want it to have any affect on my getting a job.

I'm behind in my child support payments and want to be able to help my two children all I can. So once again, please help me as I don't know what to do or who to go to for help. I'm 25 and in June I'll be 26. I served my country and if war broke out I would be the first to go back in, if they'd have me. I can still fire a gun.

I've never opened up like this before in my life. I've always believed in working my own problems out, but now I'm faced with something I can't handle and I don't know who to go to for the help I need. I have never been in trouble with the law except for my driving as I find it helps to travel in a car and it relaxes me, especially to drive fast, or to go on long trips. I hope I didn't bore you as I'm trying to give you my feelings which is hard to do by writing. I'm not a good writer.

This is the longest letter I have ever written. I'd rather talk face to face as I can talk a lot better about my feelings on things than I can write them in words. So I'll close this now hoping that I have given you a rough idea upon who I am and what I want. All I can say is thank you for contacting me the two times and I hope you are really sincere in helping me. My pride is a little hurt in saying I do need help. My problem is too much for me to handle by myself. Please forgive the paper and spelling, and of course, my penmanship. This paper was all I could find around here.

Thank you very much for your time.

P.S. I am really hoping to hear from you.

Age: 26   Combined Disability Rating: 70%

Dear Mr. Wilson

As I am currently in VAH I feel that this questionnaire does not specifically apply to me. I would also like to express my feelings about my illness.

Physical handicaps are now becoming acceptable to the general public; mental problems such as mine are of a more delicate nature. First there is the handicap itself. Secondly there are the ramifications of a mental handicap. For example. Because of my Drinking problem and a DWI I am at present unqualified to apply for the vocation of my choice (Postal Service).

I am in the hospital receiving decent, humane care and I feel that my future will be brighter. In closing I would like to say that I am seeking employment, even while in my incapacitated state.

Thank you for listening to me.

Sincerely,

Age: 26 Combined Disability Rating: 70% Education: Some College

January 9, 1974

Dr. Wilson:

I thought that it would be a good idea to write you a personal letter concerning the general subject of the problems I have faced as a disabled veteran. As you probably know that a questionnaire, no matter how complete, will cover the full possible range of information, only if the scope is narrow.

It was my experience and is my belief that the entire operation of the Military and Veteran's Administration concerning the subject of disability was and is founded on the wrong set of premises, to wit:

A. If the Military has found something wrong and discharged a person for some kind of disabling condition, the condition of disability will always exist for as long as the person lives.

B. The Veteran in his dealings with the Veteran's Administration soon learns that his career goals are no longer his own, i.e. if he wants to become a plumber, the field of music would be better for him. If he does not agree with the advice, the only alternative is to pay his own way through the school of his choice.

C. The Veteran who never recovers and earns an income of his own and a degree above absolute zero of self-esteem is the most trusted, particularly in the Veteran's Administration psychiatric hospitals, to find or pass judgement on other patients.

D. To a Veteran who is "well-adjusted", 100% disability payments from the Veteran's Administration, 100% payments from Social Security, 100% payments from the Military, and 100% irresponsible pity- adds up to more money and recognized sanity than anything you and I might call rehabilitation.

E. If a Veteran wants to recover from his illness a good, solid, run-down, outdated, outmoded, under-staffed, dirty and filthy, Veteran's Hospital is the very best institution to try in- just don't let it be known that the average stay in a well-run civilian hospital is days instead of weeks, weeks instead of months, months instead of years, reasonable investments in solid cures rather than lifetimes of misery.

F. The simple thing and the proper thing to do in case of divorce action in a marriage, disagreement on ability to function between the Military and the patient, family and the patient, etc. is to set aside the Veteran's desires and remove him from those troubled or "upset" by his "problem".

To shorten a long story, once I separated from the Veteran's Administration and sought out the advice, treatment, and council of private doctors and institutions many wonderful things happened.

I recovered from my illness, married, gained a son, and became not only self-sufficient but became so in the fields of my choice.

This is not to me, nor should it be to anyone else, a rare story. It is within my ability to give you examples of other people who will agree with me because they have been down the same paths in life.

If you desire a personal visit to discuss this in depth, or additional information, it would be my pleasure to help you.

May you and yours have the happiest of New Years.

Yours truly,

Age: 27 Combined Disability Rating: 70% Education: Some College

Dear Dr. Wilson:

I looked for employment from June 1972 until February 1973 before finding employment. I had fifteen personal interviews, and filled out a number of applications for employment of which I never heard from these companies.

I was filling out an application for employment with one company, the name of which I will not mention, when I met the employer and he told me he definitely wanted to have a personal interview with me the following day and that he would contact me or the employment agency as to the time of the interview. Well, the following day I never heard from him so I called the employment office twice, the second time I called, the employment agency told me he had already hired someone for the position because I wouldn't have passed their physical.

Another company told the employment agency I couldn't handle a position with their company because it required working on my feet.

A nationally known company wouldn't hire me because of a company policy which stated they couldn't hire anyone with only one eye.

One electronics company said they couldn't take a chance with me because I would be working with equipment that would be used in hospitals.

The company I now work for told me my disabilities played no part in their decision to hire me. After ten months they said I am still working out fine. I haven't missed any work due to my disabilities and have already received two raises. Each raise I have received has been more than was promised.

My job requires me to work on my feet constantly and deals with sophisticated equipment used in hospitals and none of my disabilities has prevented me from performing my duties, although many employers stated my disabilities would hinder me from performing their company functions.

If only these companies would give the disabled a chance they may find out that instead of just having disabilities they also have abilities.

Thank you for giving me and other disabled veterans an opportunity to state the difficulties we encounter seeking employment. I hope this information I have given you can be of help to other disabled veterans. I only wonder how other veterans with more severe injuries manage to find gainful employment.

If further information is wanted regarding names of companies, etc., feel free to contact me.

Thank you again.

Sincerely yours,

Age: 27   Combined Disability Rating: 70%   Education: Some College

To whomever,

One of the problems I and other vets I know are having has to do with the circular effect of having a disability. For instance I have diabetes as a result of schrapnel wounds in the abdomen. This louses up my metabolism so I have to lead a very regimented life. I get sick, have to drop out of school. The V.A. says I can not get compensation for that, even though my disability is 70%, because it can not be proved that the diabetes is service-connected--my symptoms began 1 month after I was wounded and not before. So, I have to drop out of school which means my money from V.A. is stopped, which means I have to get a job. But, I am sick. If I get better, often I can not find a job or it is too vigorous. So, I squeeze by somehow--by borrowing money and giving up those luxuries like dental care and car insurance,--and make it to the next quarter of school. But now either I can't attend because I have to get a job to pay off my debts, or, the school won't let me attend because I have too many incomplete grades I have to make up. So again, I lose money from V.A. and precious time. I am twenty-six years old and would like to get married. No way I can do it. On top of that, I have already been accepted on an assistantship to go to graduate school. However, I probably won't be able to afford it for two more years. Two more years of toothaches and driving very, very carefully.

I hope this gives you a picture of the problems disabled vets face.

PS Also, I have a possibly paranoid suspicion that because I was involved in left wing, but nonviolent, antiwar demonstrations and belong to the Vietnam Veterans Against the War, I may be on somebody's "enemy" list.

Age: 28 Combined Disability Rating: 70% Education: High School Graduate

Dear Sirs:

I was very lucky in finding a job when I got out of the service. I went to a private employment agency & got the first job I applied for & have been there ever since. (5 years)

When I got out of the service I didn't really know I could go to the V.A. to get help in finding a job.

Age: 29 Combined Disability Rating: 70% Education: High School Graduate

Dear Sir,

I would like to add this information to your questionnaire.

I spent six years on total disability until July, 1972. I was married that same month and my service-connected disability dropped to 70%. Since then I've had minimal jobs that were hard on my nerves to hold down, in addition to being very painful to my partially amputated foot.

In Sept. 73, I returned to school in hopes of bettering my condition. My reason for leaving school was I had too many financial difficulties to concentrate.

Thank you,

Age: 31 Combined Disability Rating: 70% Education: High School Graduate

January 11, 1974

Dear Sir:

I'm sorry I didn't answer your first letter but as I stated on the form, I have a mental disorder and I really am living day by day. When I got out of the service in Feb. 1970 I was a very sick man. I didn't think about going to the State employment office. I just didn't know where to turn and every place I went they wouldn't hire me.

When I went in the service I was making $125.00 weekly. When I came out they started me off at the Veteran Administration office with $4900 annually. You figure it out.

All my dreams of a decent paying job are over. My dream now is to go through another day. You see, I live in and I have to take a subway or a bus to work and it is always crowded and I get very nervous when I'm crowded in. If I could have a place to park my car and special hours, I could drive to work.

I wonder If you could help me get a job working for the Sanitation Department for the City . I'm getting 70% disability and they are going to cut it down to 10%. If I just could get a decent paying job, I wouldn't want any disability at all. I'm getting nervous now and I can't write any more. Please answer my letter or call me. I'm so happy you took an interest in us veterans. If things don't get any better, I'm thinking about killing myself.

Thank you

Age: 46 Combined Disability Rating: 70% Education: Some college

For What it's worth:

I was given 80% disability by the Navy and V.A. for poor circulation in legs after 22 years service in the Navy and Marine Corps as a Hospital Corpsman.

I passed the FSEE; Fed Quarantine Inspectors Exam and other federal tests. I had a nursing license and 22 years experience in hospital work both clinical, administrative and medical supply.

I applied for a position (using Fed. Civil Service Form 57) with the V.A. in Medical Storeroom work in Ca. and was turned down. The return reply was in an envelope which stated "Hire A Vet - It's A Good Bet" and I was not hired.

Actually they did me a favor. I now see much more gov't intervention and regulations as a civilian nursing home administrator than I did during my years in the service. The fact that I was turned down made it possible for me to obtain another state license and I am certain gave me an opportunity to progress rather than stagnate in a gov't. job as well as better earning power (for hard work and passing gov't. inspections).

I believe the best thing anybody can do to obtain a job is thru a private employment agency and think the gov't should contract with such agencies to find veterans jobs. I believe they can see potential employees to employers better than prospective employees can themselves.

If the gov't can train people to do a job in the service why don't they retrain them for civilian jobs.

Sincerely,

Age: 27   Combined Disability Rating: 80%   Education: High School Graduate

Dear Sir

I have looked for a job. Example: I can't fly an airplane because of a blind eye, can't drive commercially because I can't pass the I.C.C test. I tried to get on seismograph, but that went down the drain because of a defect in my hearing.

When I first got out of the service the employment office sent me around to jobs like construction, ranches, carpeting, and a bakery which paid 65¢ per hour. The school turned me down because I didn't have a janitor's background. And now I make more money than any man on the school board.

And I'm not going to take a chance of getting a job that pays less than what I earn now, and end up losing my pension.

And besides I just can't see depleting my body just to prove I can earn wages.

And I'm not going to pay taxes just to let a bunch of politicians run around the country acting like intellectual capacity minded people who misinform, mislead and misunderstand the people with our time and our money.

So I'll just sit here and take my barbiturates to reduce the pain and look at my four hundred and eight scars and an eye that is cocked to one side and play taps on my plastic knee cap and wonder if what I did for my country is worth it.

Don't misunderstand this letter, it's not anything toward you or your organization. It's a letter from a disabled American Veteran.

Sincerely yours,

Age: 29   Combined Disability Rating: 80%   Education: High School Graduate

Dec. 10 73

To Whom it May concern;

In reference to question #6. During the planned education Benefits Under Vocational Rehabiliation for 27 Months at Batesons school of horticulture I was notified through the V.A. that chapter 31 for Veterans will cease effective 12-1-73. Therefore I could not complete the required 27 months.

Age: 46   Combined Disability Rating: 80%   Education: High School Graduate

February 5, 1974

Dear Sir:

In looking for a job in the area I have found that a majority of the employers in this vicinity will not pay a retired service connected disabled veteran a fair wage. Most employers feel that you already have a sufficient income from the government; therefore, you should be willing to work for a lesser salary than a civilian.

Respectfully,

[redacted]

Age: 48   Combined Disability Rating: 80%   Education: Some College

Dec 1, 1973

Gentlemen,

Thank you so much for the questionnaire. I feel that it has not given me ample room to fully explain my case and why I am quite bitter in some of my feelings toward the VA-Social Security and State. Possibly my feelings are unjustified & if so would greatly appreciate your letting me know.

First, I was retired out of Service (over 22 years) with acute myocardiac heart disease, with 80% disability. This disability has since been raised to 100%, then total and permanent.

I have been admitted to various hospitals on an average of every 6 months since retirement. In June 1973, I underwent double open-heart by-pass surgery at the Naval hospital. Progress seemed well until November 73 when I suffered another attack. Heart Catherization showed that the by-pass on the right side of the heart had collapsed. This is what I am presently being treated for. I am limited to walking 2 miles per day in my activity.

Now my complaints are these. During my period of service I was noted for being one of the best supervisors in any job I was placed. My file contains sufficient information, schooling, & documentation to qualify me as a GS 9 or 11. The state Employment Office gave me no assistance nor the VA in seeking employment. I am bitter about these facts: 1. I received no cost of living increase either from VA or Social Security. 2. I received no raise last year from Social Security even though the elderly did. 3. I was notified that if I could prove I was in service during 1957 thru 1967 I would receive additional compensation. This was done & no compensation. 4. If I had lost a limb, or eye I would be eligible for a tax reduction on my home. Yet I have been medically declared totally & permanently disabled & can not qualify for a property tax reduction. 5. My wife has had to seek employment to assist me in supporting my family & meeting my financial obligations.

This has had a great mental effect on me.

The does not have very many jobs in the supervisory capacity that I cannot accomplish. That much I am proud of and would be more than happy to return to active duty.

The reason that my expense at home is so great is due to strict limitations on physical activities. I must hire a gardener to mow the lawn, call the service company to check appliances or install new ones. Believe me, Gentlemen, when you have to hire everything done, your expenses around the home almost double. I know that my ability to supervise, reach sound, factual decisions has not been impaired.

In short, a disabled veteran gets no more help than that which he knows he is entitled to and fights for. We are put out to pasture and forgotten. Letters to various organizations & politicians are not answered. I am 47 years old. My life since graduation in 1943 has been spent in service. I am not impaired mentally, yet cannot gain employment. It is very hard for a man (and a very proud one) who worked so hard all his life to suddenly have to sit down & do nothing & not receive sufficient compensation to support his family.

I thank you again for the opportunity of allowing me this chance to correspond with you & if you have representatives in this area who would like to see me, review my military file, medical file or check my current knowledge & mental ability, I would be more than grateful.

Sincerely,

Age: 49   Combined Disability Rating: 80%   Education: High School Graduate

Dec 4, 1973

Dear Sir:

Responding to several questions on the Questionnaire Numbers Three and Eighteen respectively. I received no counseling what so ever either prior to my departure from Military Service or afterwards. The Veterans Administration counseled me for schooling but it is a Corresponding Course in Residence, no on hand training or lecture type. You read Subject Matter and take test. As for counseling or help from either Veterans Administration or local and State employment offices, I have received no counseling as to jobs. I would be best suited for an on the job training.

When applying for jobs, I have been truthful about my Service and Disability. I did not lie or try to deceive anyone, particularly a potential employer.

I would like to work so as to be back once again in the Mainstream and be productive. I am sure there are many others who feel the same way as I.

To be honest I have Rheumatoid arthritis and this somewhat adds to my woes. The Veterans Administration declares me 100% disabled and I've yet to be able to find employment, and Social Security says I'm not eligible for Social Security under the Disability Clause. So what would be my turning point. I can't live on retirement or the Pension I receive from V.A. Do you suppose I'd be eligible for Foreign Aid since I'm not eligible for the others. They seem to take care of every one with the exception of those that were willing and served to the best of their ability. So I feel like a foreigner or 10th class citizen. Thank you for your time.

Sincerely yours,

Age: 30 Combined Disability Rating: 90% Education: Some college

Dear Dr. Wilson,

I would just like to add that the Veterans Administration's schedule for rating of disabilities disallows many veterans--myself included--from seeking employment because of its habit of traditionally cutting back on benefits, whether the disability is permanent or not.

On a more personal level my own rating was reduced from 100% to 90% (financially this represents over $200 to me) even though I've yet to complete my vocational Rehab. training. Apparently just the act of being in training justifies a V.A. cut in pension--what would happen were I to seek part-time employment? With a wife & 3 children I cannot financially withstand any further reductions.

The asininity of the V.A.'s rating criteria forces many of us to remain unemployed simply because of the economic advantages. It would be foolhardy to risk a pension of maybe $300.00 tax free for a job paying 4 or $500.00 before taxes. Without training (which I'm now engaged in) I'd be fortunate in finding a job paying the above amounts, so I remain in school--at the taxpayer's expense.

Psychologically this is troublesome to me--but what are the alternatives? We are dealing with a system that doesn't have time, or facilities, to involve itself with individuals--we are all statistical figurings on someone's computer.

Thank you for your time--and your interest in Disabled Veterans' affairs--hopefully yours are sincere attempts on behalf of all people concerned.

Respectfully yours,

Age: 31 Combined Disability Rating: 90% Education: College Graduate

Dear Sirs:

There needs to be more information available about Civil Service jobs available for veterns and also what advantages a disabled veteran has in getting preference for these jobs. We need a clearly written, concise, and complete booklet telling us how to claim preference and what to do if preference isn't given.

Age: 48   Combined Disability Rating: 90%   Education: High School Graduate

December 3, 1973

Dear Dr Wilson:

The attached letter is only one in a series of difficulties encountered by the undersigned in an effort to obtain employment after serving in three wars and being released from active duty into a society unprepared and unwilling to assist in the rehabilitation and salvage of the skill potential of the disabled retiree.

This community of 25,000 population has been canvassed for possible employment on three different occasions and the results as far as employing the disabled military retiree are appalling. This includes Federal Civil Service as well as State Civil Service Agencies; private industry with large government contracts.

Reference, assistance to the military retiree from State Employment Security Offices, I have one strong recommendation: The allocation of federal funds to State Employment Security Agencies be immediately discontinued and such funds channeled through VA Regional Offices for the establishment and administration of Federal Field Operatives to contact and maintain liaison with private industry for their manpower requirements. Field operatives would also coordinate their activities with the State Employment Security Office and the Civil Service Offices located in the VA Regional Office area of jurisdiction.

Sincerely,

Age: 24 Combined Disability Rating: 100% Education: High School Graduate

I've found that while looking for employment, the biggest problem I've encountered is that the office or building you may be employed at, may and probably is not suitable for a wheelchair, such as steps in the entrances where a wheelchair may not go and also many doors too narrow to the restrooms, and parking facilities where you would have to use public transportation to reach your place of employment which would be impossible in a wheelchair. The largest problem is that the personnel that hires employees is that they're afraid to train you for a good job with future possibilities, for the reason they have told me several times is that after spending so much money and time to train you for their company or corporation you may be hospitalized for your disability in the future and may lose you. Now since the energy crises many people are without jobs and it makes it much more difficult to find suitable employment.

Age: 25 Combined Disability Rating: 100% Education: Less than 12th grade

I have to be truthful about one thing, I have never had a problem finding a job. That's not saying after I am able to work that it will be easier to find work.

Most of all the type of work I would like is farming and Ranching. I was raised on a farm and know almost every phase of farming and Ranching but have training in Truck Mechanics, Machinist, Auto Mechanic, Truck Driver, Tractor Driver, but am not satisfied working in these lines anymore because of my health. "I have lost one lung and the other is not so good." I can't do all the heavy lifting that I am used to, or long hours and heavy work and I don't consider farm work all that hard for me. And about finding a job after I got out of the hospital 2 years ago, I haven't tried because the V.A. and Social Security pay me and it would mess my income up to try to work and also I am not able. After I feel I am able, I am pretty sure I would have no trouble finding a job, I am pretty sure. If for any reason, it is harder for me to find a job after my disability is rerated so I can go to work, what is the best way to get help if I should need it? I appreciate everything you might be able to tell me in this line.

I have to be able to find a job in a hurry after my disability is rerated because I have a wife and 3 children to support and, if I am forced to work because of lack of money, lack of food for my family, I will work at anything that I can find. Thank you for your consideration.

Sincerely yours,

Age: 25 Combined Disability Rating: 100% Education: High School Graduate

February 7, 1974

T. R. Wilson, Ph.D.
Project Enable
300 N. Washington St.
Alexandria, Virginia

Dear Sir:

Since my husband is unable to write himself, I am doing it for him. But his thoughts and mine are the same. In August of 1970, Mike, my husband, stepped on a land mine in Vietnam, which caused him to lose both legs above the knee, sight in both eyes (total), his fifth left finger, and the ability to have good use of his left hand, (due to several tendons in the arm and hand.) So, as you can see, his disabilities are quite extensive. But . . . his mind is all there and that's all that counts. I'm not writing this to get sympathy or have anyone cry for him, for it's not what he wants nor myself. Why I am writing is because we would like to voice our opinion on trade schools for the blind. THERE ARE NONE!! It's as simple as that. Mike's wheelchair doesn't hinder him much. He gets almost anywhere he wants to go, even if he has to get down out of his chair and scoot on his "posterior" to get there. (That is usually where there are stairs). So we really don't believe his wheelchair is keeping him from a job. But the fact of his blindness is a completely different story. "Go to school," they say. And then what?!? Nothing!! Mike doesn't believe it'll get him a job and neither do I, for that matter. He wants a trade. Something he can do to get a decent job, 40 hours a week like any other man. Mike needs that more than anything else. He has sat home for 2 1/2 yrs. No man knows what that is like unless they have been there themselves. It gets very depressing for him, and for me who has to see it. As a doctor once told us, "Men weren't meant to be house pets." And how true that is. Although it is not causing any difficulties in our marriage, it is certainly not helping Mike's ego any. I wish something could be done to give the visually impaired persons in this country something better to do than "sell brooms!"

Please help our disabled veterans of this country! Do something besides sending out questionnaires. We've filled enough of them out to make a book. (That's the main reason we never filled out the first two you sent us. They never do any good!)

Sincerely,

Age: 25 Combined Disability Rating: 100% Education: High School Graduate

To Whom it May Concern,

In question 36# you ask the reason a person in my position is not looking for work; I'll tell you the way I see it.

Employers don't want to be bothered with people that have physical disabilities. They want healthy people.

The job I had before I entered the service was with the railroad. When I left the hospital, I applied for a job again. They wouldn't even talk to me. I had three years service with them. What a break!

The campaign the government was pushing about hiring the Vet was a losing cause, because people don't care about me or the next guy. Everyone is for themselves.

So, to wrap it up -

Don't forget, screw the Vet

Age: 27 Combined Disability Rating: 100% Education: Some College

Question 36 is one I consider to be most misunderstood. Whenever I encounter someone who asks me this very same question I always get a cold reaction or feeling from them. The general feeling among people who have not served in the Armed Forces, especially in a combat role, is that I am stealing the taxpayers money.

I am in school now trying for a degree in Electronics. If I were to go out and get a job now I would lose some payments which enable me to provide a living for my wife and son. When I complete my education, I will work.

I guess what I am trying to say is that I was drafted out of college, sent to fight a war I didn't understand. I was wounded in combat, lost most of my right hand, function of the left, hearing, a piece of skull, most of my upper palate and teeth, and spent 18 months in a hospital going thru at least one operation a month if not more. All the American people can think about is what a waste of money I am along with all the other vets who are like myself. It's not just in jobs you find the problem you're trying to solve; it's in everyday life.

I guess some bitterness is showing thru this letter but I feel if you want to get to the root of the problem educate the people to what the vet has given; not what he is taking. Let then know that although he may not be a contributing member of society now that he has been in the past and wants to be in the future.

I hope your project will be helpful to the many other vets like myself who all have the same problem in common.

Age: 28 Combined Disability Rating: 100% Education: High School Graduate

I consider myself fortunate to have been hired by   . They try to help the disabled veteran.

Most other places consider you too much of a risk. I tried several other factories and could not pass the medical exam. I have had several operations on my abdomen and was shot thru my right side. So I have quite a few scars on my torso front and back. Most every doctor would take one look and fail me.

Since   is a chemical Co, my job involves more mental work than physical. They helped to find me the right job and I have tried to do my best for them.

Age: 28 Combined Disability Rating: 100% Education: Some College

When I left the service I had the opportunity to take over the family business, a home gas, propane delivery service, but my disability prevented me from doing the work.

I had to do something so I entered college. The V.A. was still performing a number of operations and after the recovery from one operation I went back in mid-semester and after about a week I became infected and spent the rest of the semester in the hospital.

It took so long to get any credits, two years, for two semesters, that I left school and tried to find work.

There were some that were looking for slave labor. I could have the job for .75-$1.00 an hour. They felt that as I was getting compensation which was public money that I didn't have to be paid like other people.

After I was interviewed by a local newspaper for an article on Vietnam Veterans unemployment people called and offered me a job, but when I was interviewed for the jobs there were some that I just couldn't do and some I was not acceptable for and I found out later that some of the job openings did not exist.

After four years of unemployment and discouragement Mr. of Motors in Vermont called me. He explained that he was disabled and had been searching for a disabled veteran for two years. He wanted a man to sell cars, was I willing to go to work? I took the job immediately and sold cars successfully. I wasn't getting rich but I was working and earning my own way and I made my employer money.

took a chance on me and after I'd proved to him and myself that I would produce, three jobs were offered to me. I am going to take the best of the three because it has a future.

If it hadn't been for one man willing to take a chance that I as an individual, disabled or not, was able to produce then these other openings would not have been available to me.

I have been active in the D.A.V. since I left the service and have had the opportunity to talk with many Vietnam Veterans and have found that my situation was not unique. It seems that some even had to hide the fact that they were veterans , say nothing about their disability, in order to get a job.

It's true that some I talked to wanted a handout and built the Veterans aspect and their disability all out of proportion but the great majority of handicapped veterans (service connected) who are unemployed found that they were not accepted on their merits but were rejected because of handicap or prejudice and a prevailing employer attitude that veterans and especially disabled veterans were stealing jobs from the local labor market. It seems that they forgot that veterans & especially disabled were a part of that labor market and had proved their ability and desire in combat and need not have to prove to anyone before they got a job that they had the ability and desire to support themselves.

In some cases the veteran (disabled) seemed to be exploited by a certain employer who used a great many handicapped persons (veteran & civilian) on the re-hab & trial work period calling a dishwasher a re-hab program and having the government pay the salaries and pay him for training them. This employer used more men in a year than most men have employed in their whole company.

There is a need to change the status of the disabled veteran in such a manner that he does not carry the stigma of disabled. I have heard many of them say I don't want to be a disabled veteran, I just want to be a man.

Age: 59 Combined Disability Rating: 100%

I renounced all veterans benefits due to the complete lack of professionalism I found in that department.

Appendix E

DETERMINING STANDARD ERRORS AND CONFIDENCE INTERVALS FOR RESULTS OF THE MAIL SURVEY OF THE DISABLED VIETNAM-ERA VETERAN

In this appendix, we discuss the calculation of exact standard errors for results of the disabled Vietnam-era veteran survey and compare these to approximations of standard errors obtained from the easily used simple random formulas. We provide a table which the reader can use to quickly obtain an approximate standard error for any percentage reported from the disabled veteran survey.

The exact calculation of the standard error involves a formula which takes the sampling plan into detailed account. The sampling was stratified random with disproportionate sampling for different strata. Strata were defined by combined disability rating. (The sampling plan is described in Chapter II.) The exact standard error of a proportion estimated for the entire population is given by:

$$\sigma_p = \sqrt{\frac{\sum P_k^2 \ (1-f_k)\ (p_k)(1-p_k)}{n_k}}$$

where P_k is the proportion of the population in stratum k.

f_k is the sampling fraction for stratum k or the proportion of stratum k included in the sample.

p_k is the proportion of the sample from stratum k for which the given characteristic is present.

n_k is the number of cases in the sample from stratum k used to calculate p_k.

The value of n_k will vary depending on the particular proportion we are concerned with. If p_k is a proportion estimated for all veterans within stratum k, then n_k is the size of the sample from stratum k (e.g., if p_k is the proportion of all veterans in training, n_k is the sample size from stratum k). If p_k is an estimate for a subgroup within stratum k, then n_k will be less than the sample size (e.g., if p_k is the proportion of labor force participants who are unemployed, then n_k is equal to the number of labor force participants in the stratum k sample.) The standard error of a percentage is simply 100 times that of the proportion.

How well the standard error of percentage calculated according to the stratified random sampling can be approximated by the more easily computed standard error based on the assumption of simple random sampling is illustrated in Table E-1. The standard error for percentage estimates obtained by simple random sampling of the disabled veteran population is given by

$$\sigma_p = \sqrt{\frac{p(1-p)}{n}}$$

where p is the estimated population proportion for the given characteristic and n is the actual number of cases.

Table E-1

Comparison of Approximate and Exact Standard Errors[a] For Selected Characteristics of Entire Disabled Vietnam Veteran Population

Characteristic	Standard Error		Ratio of Exact to Approximate
	Approximate (Percent)	Exact (Percent)	
In the Labor Force	.42	.50	1.19
Have Not Looked for a Job Since Leaving Service, Not Employed or in Training	.16	.16	.98
No Longer Looking for Work, Not Employed or in Training	.28	.31	1.11
Moderately or Greatly Limited in Driving a Car	.32	.39	1.23
Moderately or Greatly Limited in Using Public Transportation	.29	.32	1.11
Have Taken In-Training or Schooling Post-Service	.55	.79	1.44
Education Level: Attended or Graduated From College	.57	.61	1.07
Have Decided on Job Five Years From Now	.53	.75	1.41
Married	.50	.72	1.43
Race: Black	.34	.48	1.41
Live in Large City	.54	.77	1.43

[a] Exact standard error is stratified random, based on the sampling plan used. The approximate standard error is simple random.

Study of the results presented in Table E-1 indicates that the approximate sampling error (simple random) is less than the exact sampling error (stratified random) with one exception. How close the approximation is depends on how great a correlation exists between severity (the stratification factor) and the characteristic being studied. For example, for the percent who are moderately or greatly limited in using public transportation, a characteristic which shows a marked correlation with severity of disability, the simple random error is close to the stratified random error; for the percent who live in a large city, the simple random error is substantially smaller than the stratified random error.

Throughout the analysis of data, estimates are made for various subgroups of disabled veterans. Severity of disability is the most frequently used subgroup. Table E-2 shows that, when approximate and exact sampling errors are calculated for severity groups (slight, moderate, or severely disabled according to combined disability rating), the results are close.

Table E-2

Comparison of Approximate and Exact Standard Errors[a] For Selected Characteristics of Disabled Veteran Population, By Severity of Disability[b]

Characteristic	Severity of Disability	Standard Error: Approximate (Percent)	Standard Error: Exact (Percent)	Ratio of Exact to Approximate
Received Counseling	Slight	.96	1.08	1.11
	Moderate	.91	.95	1.03
	Severe	.93	.95	1.03
Know Job in 5 Years	Slight	1.01	1.11	1.11
	Moderate	.87	.90	1.03
	Severe	.94	.97	1.03
Have Looked for Work Since Service	Slight	.77	.82	1.10
	Moderate	.65	.68	1.05
	Severe	.86	.82	.95
Have a Job at Present	Slight	.85	.94	1.11
	Moderate	.82	.84	1.03
	Severe	.95	.96	1.01
Married	Slight	.96	1.07	1.11
	Moderate	.82	.86	1.04
	Severe	.86	.88	1.03
Race: Black	Slight	.63	.70	1.11
	Moderate	.58	.60	1.05
	Severe	.59	.61	1.03

[a] Exact standard error is stratified random, based on the sampling plan used. The approximate standard error is simple random.

[b] Severity of disability: Slight = 10-20% combined disability rating; moderate = 30-50%; severe = 60-100%.

From these comparisons we conclude that the simple random standard error will be a good approximation to the exact sampling error (stratified random) when the characteristic is highly correlated with severity or a proportion is being estimated for a group defined by severity of disability (i.e., either slight, moderate, or severe). In other cases the simple random standard error will appreciably underestimate the true sampling error. Based on results given in Table E-1 we suggest that in these cases the simple random error can be multiplied by a factor of 1.4 to arrive at a reasonably accurate estimate of the exact sampling error. These conclusions, however, have not been fully tested by computing standard error for all survey results; insufficient resources and time were available to make such computations.

Table E-3 is an aid for the reader who wishes to determine the approximate sampling error for any result reported from the survey of disabled veterans. It is derived from the conclusions reached above. To use this table for determining an approximate standard error for a particular survey percentage, first determine whether one survey characteristic under consideration is highly correlated with severity or estimated for a group defined by severity of disability—designated Type A. Other characteristics are designated Type B. Find the row corresponding to the approximate unweighted N for the survey percentage, and within either Type A or Type B locate the column for the percentage nearest to the survey percentage. The approximate standard error for the survey percentage can now be read from the table, and this standard error can be used to determine the confidence interval around the survey percentage.

Table E-3

Guide for Estimating Standard Error for Disabled Veteran Survey Results

	Type A[a] Survey Percent			Type B[b] Survey Percent		
Unweighted N	10 or 90	30 or 70	50	10 or 90	30 or 70	50
100	3.0	4.6	5.0	4.2	6.4	7.0
200	2.1	3.0	3.5	2.9	4.5	4.9
300	1.7	2.6	2.8	2.4	3.7	4.0
400	1.4	2.3	2.5	2.1	3.2	3.5
500	1.3	2.0	2.2	1.9	2.9	3.1
700	1.1	1.7	1.9	1.5	2.4	2.6
1000	.9	1.4	1.6	1.3	2.0	2.2
2000	.7	1.0	1.1	.9	1.4	1.6
3000	.5	.8	.9	.8	1.2	1.3
4000	.5	.7	.8	.7	1.0	1.1
5000	.4	.6	.7	.6	.9	1.0
6000	.4	.6	.6	.5	.8	.9
7000	.4	.5	.6	.5	.7	.8

[a] Type A: Survey characteristic is highly correlated with severity, or characteristic is estimated for a group defined by disability severity (i.e., slight, moderate, or severe disability).

[b] Type B: All other survey results.

Appendix F

LABOR FORCE AND NON-LABOR FORCE GROUPS

In this appendix we explain how disabled veteran respondents were classified as "employed" or "unemployed," and these definitions are compared to those of the Bureau of Labor Statistics. The "employed" together with the "unemployed" constitute the group of labor force participants. The method of assigning disabled veterans into labor force nonparticipation groups of "no job, in school," "no longer looking," and "have not looked since service" is also described.

Categories

In general, the categories of "employed" and "unemployed" used in analyzing the results of the disabled veteran mail survey correspond to those of the Bureau of Labor Statistics. However, as is shown in the detailed comparison of our group of labor force participants to those of BLS, we did not collect all of the information required by the full BLS definitions, such as attempts to locate work.

A major difference between our definitions and those of BLS stems from the duration of the survey. BLS conducted its survey within a specified week, while our mail survey, which required 10 weeks, included an initial mailing and two follow-up mailings to nonrespondents. The earliest respondents to the survey filled out and returned their questionnaires some three months before we received replies from the last respondents and cut off further data processing. A second major difference between our definitions and BLS definitions is that we categorized all those who were currently in training or school as labor force nonparticipants rather than "unemployed."

Employed

For the veteran survey, all those who answered "yes" to the question "Do you have a job at present?" were considered to be employed. The Bureau of Labor Statistics defines an employed person as follows:

> "Employed persons comprise (1) all those who, during the survey week, did any work at all as paid employees, or in their own business, profession, or farm, or who worked at least 15 hours as unpaid workers in a family-operated enterprise and (2) all those who were not working but who had jobs or businesses from which they were temporarily absent because of illness, bad weather, vacation, labor-management dispute, or various personal reasons. Excluded from the employed group are persons whose only activity consisted of work around their own home (such as housework, painting, repairing, etc.) or volunteer work for religious, charitable, and similar organizations."

Unemployed

A disabled veteran was determined to be unemployed from the following pattern of questions and answers:

(a) Do you have a job at present? Answer: No

(b) Are you now looking for work? Answer: Yes

(c) How many weeks have you been out of work and looking for a job? Answer: One week or more

(d) If you were offered the kind of a job you want, would you be able to start work in one month or less? Answer: Yes

Excluded from the unemployed group were those who marked a specific reason for not looking for work and those who indicated they are currently in school or training. Those currently in training were the ones who marked "I am still in training or going to school" in response to this question (5): "Did you complete the education or training that was planned?" or this question (12): "What was the one main reason why you did not finish the post-service training?"

The Bureau of Labor Statistics defines unemployed persons as follows:

> "Unemployed persons include those who did not work at all during the survey week, were looking for work, and were available for work in the reference period. Those who had made efforts to find work within the preceding 4-week period—such as by registering at a public or private employment agency, writing letters of application, canvassing for work, etc.—and who, during the survey week, were awaiting the results of these efforts, are considered to be looking for work. Also included as unemployed are those who did not work at all during the survey week and (a) were waiting to be called back to a job from which they had been laid off, (b) were waiting to report to a new wage or salary job scheduled to start within the following 30 days (and were not in school during the survey week), or (c) would have been looking for work except that they were temporarily ill."

Labor Force Nonparticipants

All those who did not fall into the groups of employed or unemployed were considered out of the work force. The criteria for assigning labor force nonparticipants to each of the three nonparticipant groups are:

(1) No job, in school or training. Veterans indicating, in response to question 6 or 12, that they are still in training or school or that their main reason for not looking for work is that they are in school or training.

(2) No longer looking for work. Veterans not in training or school and answering "yes" to the question, "Since you left the service have you looked for a job?"

(3) Have not looked for work since service. Veterans indicating they are not currently in training or school and have not looked for a job since leaving service.

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16. Abstracts

This study examines the problems disabled Vietnam-era veterans face when looking for work. The central element is a survey of Vietnam-era veterans with service-connected disabilities. Other information sources include public and private employers, State Employment Service personnel, Veterans Administration personnel, and representatives of veterans' service organizations. It was found that disabled Vietnam-era veterans had an unemployment rate nearly twice as high as that for their nondisabled peers, and that more severely disabled veterans had the most difficulty in finding work. A disability combined with other disadvantaging factors, such as low educational attainment, greatly increases the veteran's job-finding difficulties. Many disabled veterans reported needing more help from the State Employment Service, especially in communicating with employers about their abilities and limitations. Very few employed disabled veterans felt the Employment Service is the most useful

(Continued)

17. Key Words and Document Analysis. 17a. Descriptors

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Disabled veterans
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European programs for the handicapped
Handicapped employers
Job development
Jobs for Veterans Program
National Alliance of Businessmen
On-the-job Training
President's Committee for the Employment of the Handicapped
Project Transition
State Employment Service
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16. *(Continued)*

source of job help. The relationship between the Employment Service and the Veterans Administration in providing services to disabled veterans is discussed; on the local level there seems to be little coordination between the two agencies. Several recommendations are made for additions [illegible] and changes in, employment assistance programs for disabled veterans.

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